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Background Paper 32

**PART-TIME WORK AND SKILL  
DEVELOPMENT LEAVE**

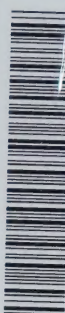
Marilyn Mohan and  
Gerald Swartz

# **Skill Development Leave Task Force**

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Background Paper 32

**PART-TIME WORK AND SKILL  
DEVELOPMENT LEAVE**

Marilyn Mohan and  
Gerald Swartz

# **Skill Development Leave Task Force**

**Background  
Paper**





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Background Paper 32

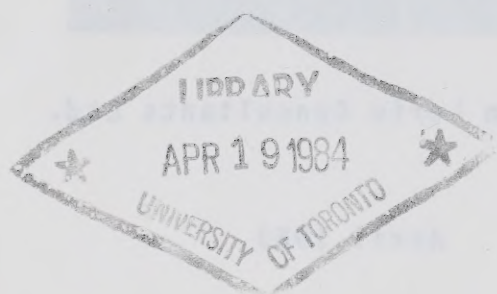
**PART-TIME WORK AND SKILL  
DEVELOPMENT LEAVE**

Marilyn Mohan and  
Gerald Swartz

Canadian Loric Consultants Ltd.

April 1983

This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.



## CONTENTS

|                                                                               | <u>PAGE</u> |
|-------------------------------------------------------------------------------|-------------|
| INTRODUCTION                                                                  |             |
| A. PART-TIME WORKERS AND PART-TIME JOBS                                       | 1           |
| 1. Part-Time Workers                                                          | 1           |
| The Young                                                                     | 6           |
| Women Workers                                                                 | 11          |
| The Older Worker                                                              | 16          |
| Future Numbers of Part-Time Workers                                           | 17          |
| 2. The Occupations of Part-Time Workers and the Industries in which they Work | 19          |
| 3. The Hours Part-Time Workers Work                                           | 25          |
| 4. The Work Schedules of Part-Time Jobs                                       | 27          |
| B. VARIOUS APPROACHES TO ORGANIZING PART-TIME WORK                            | 33          |
| 1. Work at Home                                                               | 33          |
| 2. Peak Workload                                                              | 34          |
| 3. Provide a Broader Skill Base                                               | 35          |
| 4. More Effective Use of Capital and Equipment                                | 36          |
| 5. Relief of Job Stress or Tedium                                             | 36          |
| 6. Retirement                                                                 | 37          |
| 7. Leave of Absence                                                           | 38          |
| 8. Respond to Budget Constraints                                              | 40          |
| 9. Skill Development                                                          | 41          |
| C. SKILL DEVELOPMENT LEAVE AND A CHANGE IN WORK OPTIONS                       | 45          |
| 1. Part-Time to Full-Time Work                                                | 45          |
| 2. Full-Time to Part-Time Work                                                | 49          |
| 3. Limitations                                                                | 53          |

|                                                                    |    |
|--------------------------------------------------------------------|----|
| D. EMPLOYER VIEWS ON PART-TIME WORK AND SKILL DEVELOPMENT<br>LEAVE | 55 |
| E. CONCLUSIONS AND RECOMMENDATIONS                                 | 60 |
| FOOTNOTES                                                          | 65 |
| APPENDIX I                                                         | 67 |
| APPENDIX II                                                        | 71 |
| APPENDIX III                                                       | 75 |



## INTRODUCTION

This report is based on the knowledge of information gathered by Marilyn Mohan and Gerald Swartz. It relies on their experience as civil servants working in the areas of education, labour, manpower and training; on their private sector consulting experience; and on their work for the Commission of Inquiry Into Part-Time Work. Many of the insights for this report were gained through their interaction with employers, government, labour, and individuals as part of the above Commission's public hearing and research process. The findings and opinions presented in this paper are strictly those of the authors unless otherwise noted.

Key sources of data include published and unpublished statistics from the Labour Force Survey, the Survey of 1981 Work History; and as of yet unpublished data from the Survey of Part-Time Work conducted by the Commission of Inquiry Into Part-Time Work.

The authors wish to note that skill development leave is an issue of importance to all part-time workers. Nonetheless, as the labour market statistics indicate, most part-time workers are women. Thus, unless there are major changes in the numbers of part-time workers and in the age-sex composition of the part-time labour force, the likelihood is greatest that skill development leave policies for part-time workers will mainly impact upon women.

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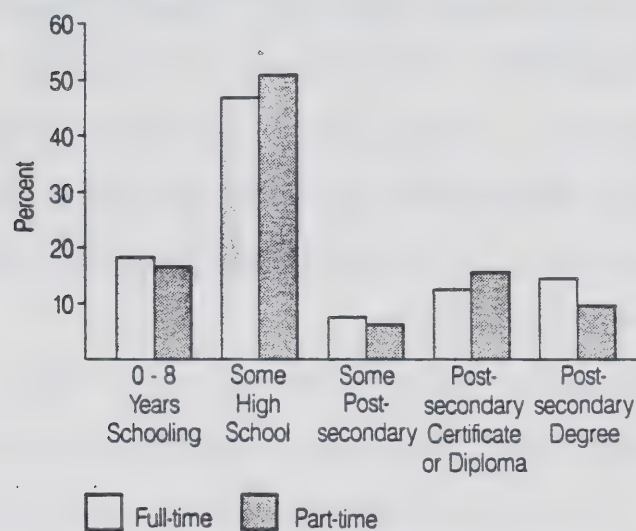
## A. PART-TIME WORKERS AND PART-TIME JOBS

### 1. Part-time Workers

Adams<sup>1</sup> and others have argued that opportunities to upgrade and maintain skills should be available to all working Canadians. That these opportunities should be available to those who work, including those who work part-time, is not in dispute. But there is good reason to believe that the particular characteristics of the part-time labour force are such that were these opportunities available, they would not be attractive to at least 50 percent of part-time workers. In this section we will identify the subset of part-time workers that should form the target population for skill development leave for part-time workers, and those two subgroups for which skill development leave may be less appropriate.

It is important to recognize at the outset that part-time workers have received the same formal educational preparation for the labour force as full-time workers. If those employed who are the most likely to be still completing their education are excluded (namely those people 24 years and younger), the distribution of the level of education of part-time workers follows closely the distribution of the level of education of full-time workers (see Diagram 1).<sup>2</sup> For those over the age of 25, 65 percent of all full-time workers received elementary or some high school education, and 35 percent had at least some secondary education. The comparable educational percentages for part-time workers are 68 percent and 32 percent, respectively. Thus part-time workers are not disadvantaged educationally, should not be inhibited from participating in upgrading and further skill development by a lack of formal education.

**DIAGRAM 1**  
**Education of Full-time and Part-time Workers**  
**Aged 25 Years and Over**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

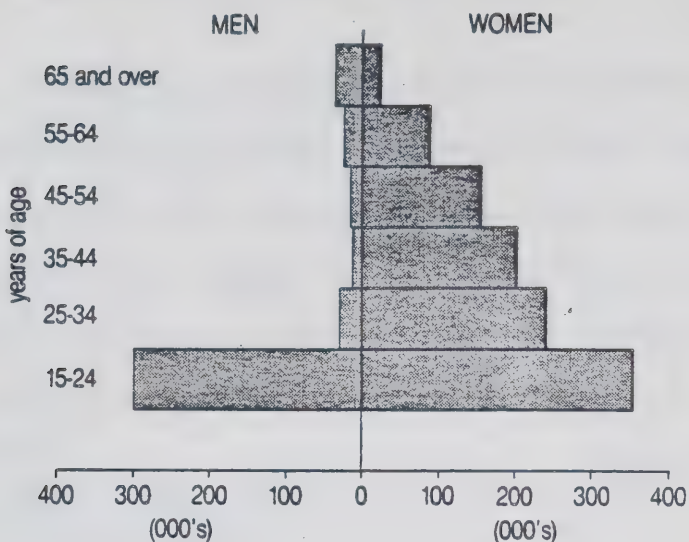


Though of similar educational background, in other respects, part-time workers form a distinctive sector within the Canadian labour force. It is well known that women predominate within the part-time labour force; men within the full-time labour force. Indeed, women comprise 72 percent of all part-time workers employed, but only 35 percent of full-time workers. Men comprise only 28 percent of all part-time workers employed, but 65 percent of all full-time workers.

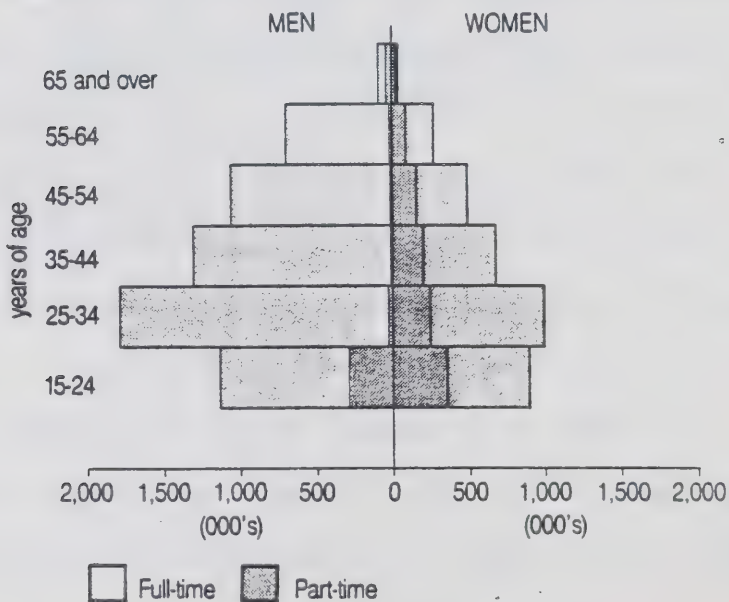
Part-time workers are also younger, with the 15-24 cohort dominating. Beyond that age, only women work part-time in large numbers (Diagram 2). Full-time workers are older, having their largest numbers in the 25-34 cohort (Diagram 3). It is therefore not surprising that part-time workers, being younger, have a higher probability of being single than do full-time workers: 43 percent are single; 51 percent are married; and 5 percent are widowed, divorced or separated.

When the same age and sex data in Diagrams 2 and 3 are presented in another form the greater relevance of skill development leave to some part-time workers is more apparent. Diagram 4a illustrates the number of part-time and full-time workers by age, as a percent of each age group employed. Diagram 4b repeats Diagram 4a, but in the former the three main subsets of part-time workers are highlighted.

It is clear from Diagrams 4a and 4b that the likelihood of a person working part-time is closely related to that person's stage in the life cycle; whether or not a person works part-time voluntarily or involuntarily. The

**DIAGRAM 2****Age and Sex of Part-time Workers**

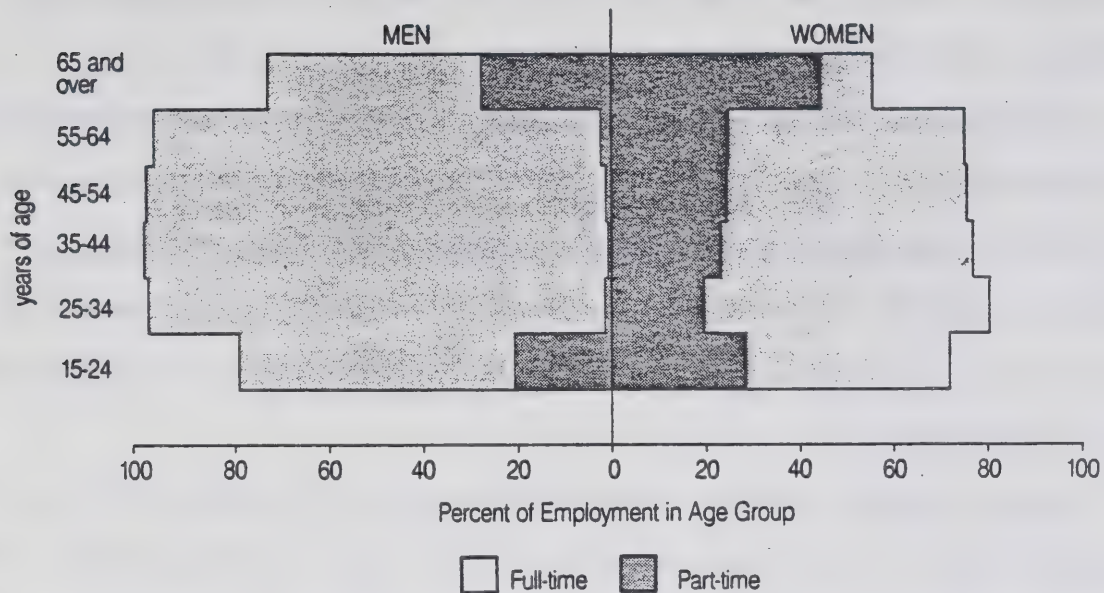
Source: Statistics Canada *Labour Force Survey*, 1981 Annual Averages.  
Unpublished.

**DIAGRAM 3****Age and Sex of Full-time and Part-time Workers**

Source: Statistics Canada *Labour Force Survey*, 1981 Annual Averages.  
Unpublished.

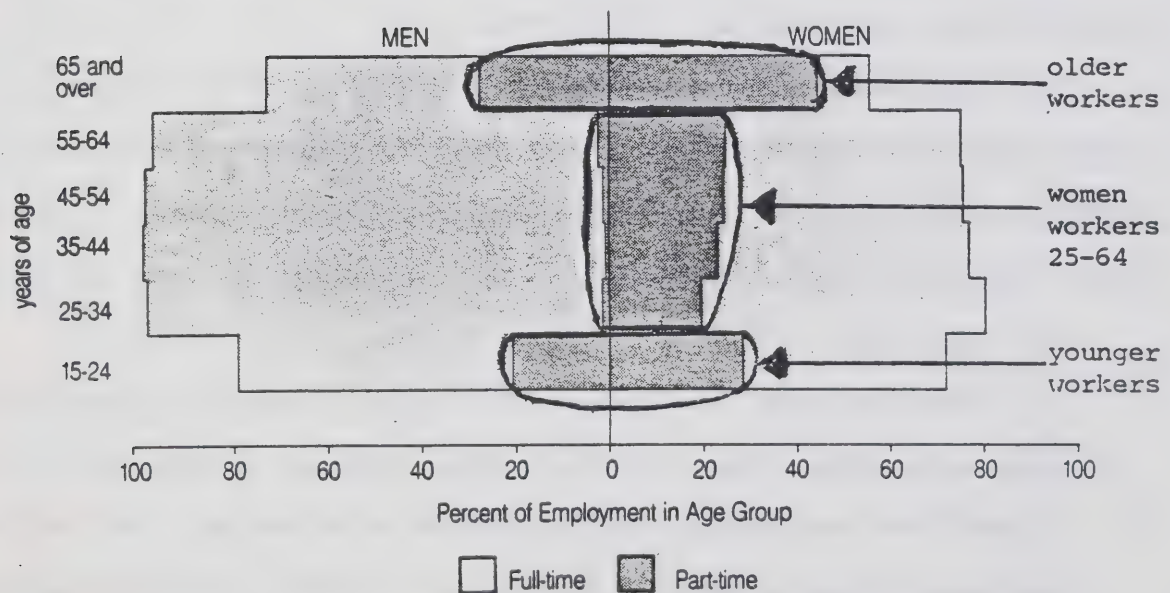


**DIAGRAM 4a**  
**Part-time and Full-time as a Percent of Total**  
**Employment in Each Age Group**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

**DIAGRAM 4b**  
**Part-time and Full-time as a Percent of Total**  
**Employment in Each Age Group**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

youngest and oldest workers have a higher probability of working part-time, if they are working, be they men or women. Part-time work is therefore, firstly, an entry-exit phenomenon.

In addition, the likelihood of a person taking part-time rather than full-time work is closely related to society's expectations that women will take care of the house and children during the child-bearing and child-rearing stages in the life cycle. During the prime working years of 25-64, women who are working have a higher probability of working part-time than do men of a similar age.

Despite popular opinion, there is no evidence to suggest that there is a trend for men 25-64 to work part-time or to want to work part-time. The idea that couples will equally share in the burdens of child rearing and care of a household and will do so by both working part-time is not a statistical reality. Should there be a move to a reduced standard work-week at the same level of income, this might change and more men might seek part-time rather than full-time work. Because most Canadian employers have to remain competitive, it is highly unlikely that they would voluntarily agree to reducing hours and retaining income levels.

The three stages of the life cycle during which part-time work is most common among those employed are therefore: when entering the workforce, whether one is a man or woman; when in the prime working years, if one is a woman; and prior to leaving the workforce, whether one is a man or woman.

(i) The Young

Although young (15-24 years) full-time workers far outnumber young part-time workers, there exists little difference between the two groups in their sex composition, marital status and education. Men and women have equal representation in both groups; in both groups the majority have had at least some high school education; and in both groups the



majority are single, although the full-time group has a higher proportion of young married workers.

The chief difference between young full-time and young part-time workers is found in their student status. While only 4.5 percent of young full-time workers are students, 67 percent of young part-time workers are students. These young student part-time workers are mostly under the age of 30, and are primarily high school students.

Table 1

**STUDENTS OF ALL AGES EMPLOYED PART-TIME**  
(000's)

|                                                            | <u>Number</u> | <u>Percent</u> |
|------------------------------------------------------------|---------------|----------------|
| Total                                                      | 468           | 100.0          |
| Attending secondary schools                                | 310           | 66.2           |
| Attending community colleges & CEGEPS                      | 69            | 14.7           |
| Attending universities                                     | 76            | 16.2           |
| Attending other institutions (e.g.<br>secretarial schools) | 12            | 2.6            |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages. Unpublished. Note: Columns may not add to totals in this and all subsequent tables due to rounding, and in some cases due to the omission of data based on very small samples.

Table 2

**THE STUDENT STATUS OF YOUNG FULL-TIME AND PART-TIME WORKERS**  
(000's)

|                    | <u>Total</u> | <u>Employed Full-time</u> | <u>Employed Part-time</u> |
|--------------------|--------------|---------------------------|---------------------------|
| <u>15-24 Years</u> |              |                           |                           |
| Total              | 2,683        | 2,032                     | 651                       |
| Full-time Students | 455          | 32                        | 423                       |
| Part-time Students | 74           | 60                        | 15                        |
| Non-Students       | 2,153        | 1,940                     | 213                       |
| <u>15-19 Years</u> |              |                           |                           |
| Total              | 1,043        | 551                       | 492                       |
| Full-time Students | 384          | 22                        | 362                       |
| Part-time Students | 19           | 12                        | 8                         |
| Non-Students       | 640          | 518                       | 122                       |
| <u>20-24 Years</u> |              |                           |                           |
| Total              | 1,640        | 1,481                     | 159                       |
| Full-time Students | 71           | 10                        | 61                        |
| Part-time Students | 55           | 48                        | 7                         |
| Non-Students       | 1,513        | 1,422                     | 91                        |

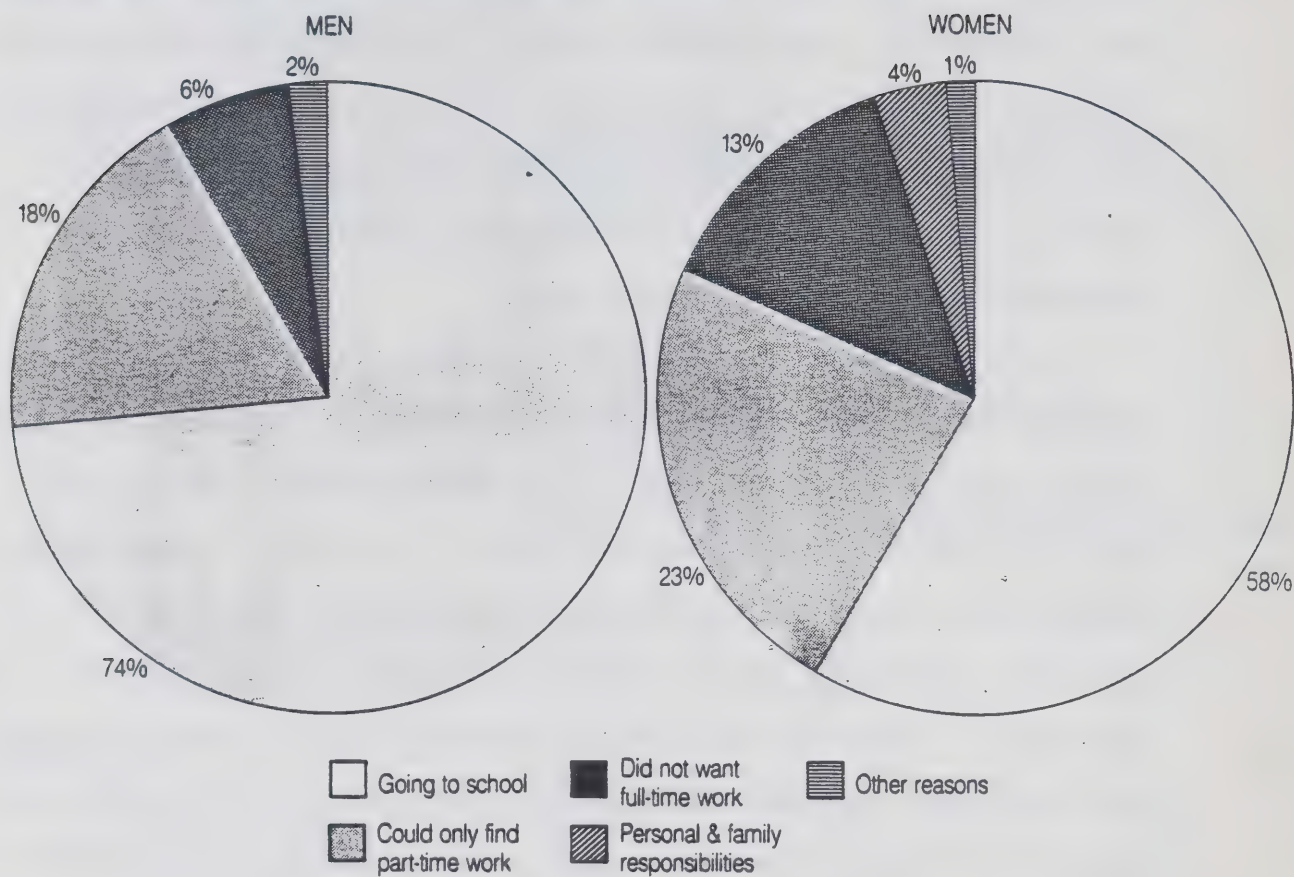
Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages. Unpublished.



Thus people who work part-time at this stage of their lives do so to gain extra income (and perhaps experience) while they are going to high school, and to a lesser extent, to support themselves or to augment other sources of income while going to college or university. Seventy-four percent of young part-time working men and 58 percent of young part-time working women give going to school as their main reason for working part-time (Diagram 5). Other reasons for the young working part-time are less frequent, although it is obvious that some young people are working part-time involuntarily since they cannot find full-time work, and where personal and family responsibilities prevent full-time work, these responsibilities are shouldered by women.

It is most unlikely that skill development leave would be relevant to these young people who are still completing their formal education in preparation for entry into their main working careers. The part-time work they seek and obtain need have little relationship to their later occupational choice, and typically they stay a very short time with one employer. Indeed, 62 percent have job tenure of less than one year. Part-time work is sought by students after school and on the weekends during the school year, and the students either seek full-time work during the summer, or do not work at all. There is little reason to believe that employers would be prepared to release the young part-time workers for skill development leave, given the short time students stay in their jobs. Nor is there reason to believe that if skill development leave programs were offered, young part-time workers would wish to participate in them.

**DIAGRAM 5**  
**Reasons Why Young People (15-24 years) Work Part-time**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

Note: Percentages may not add to 100 due to rounding.



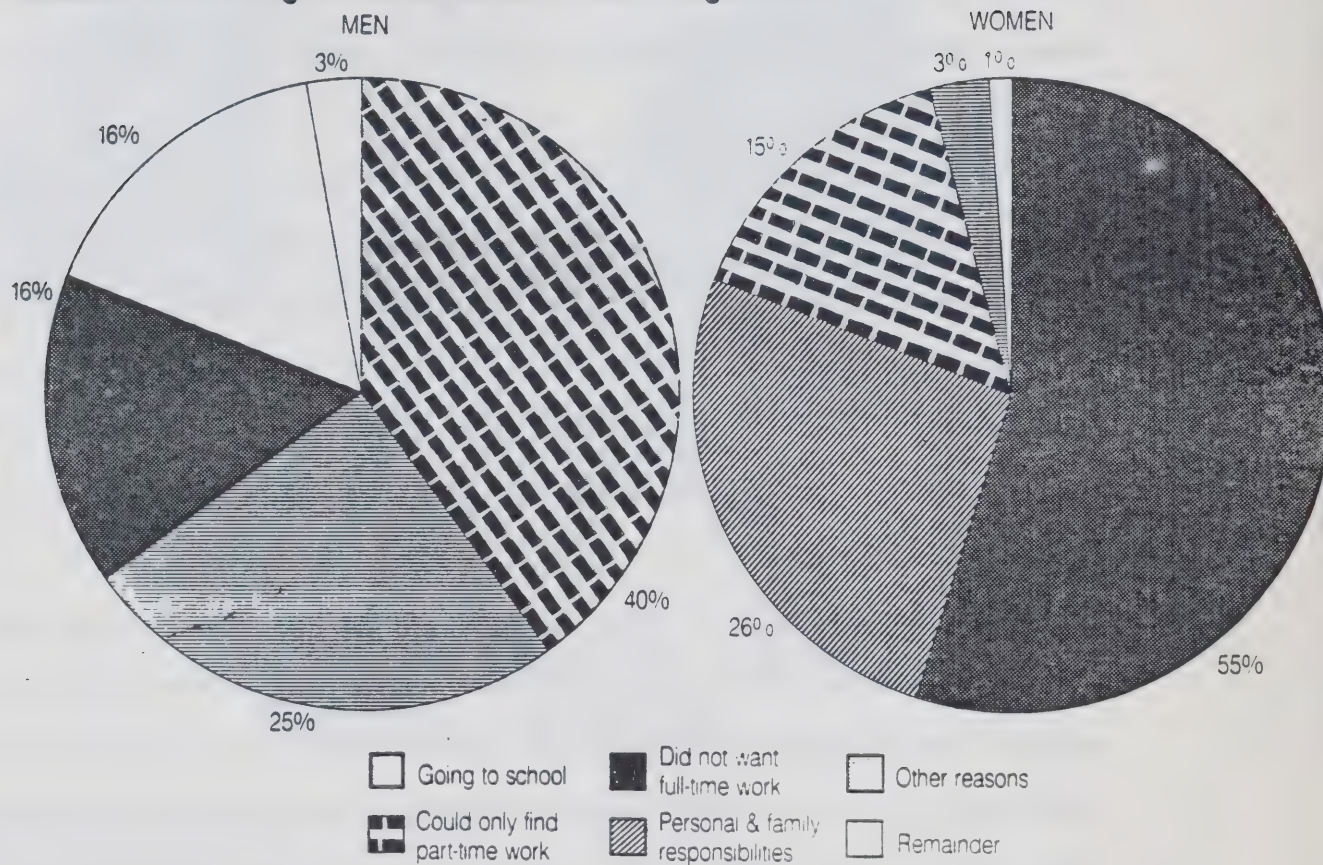
(ii). Women Workers (25 to 64 years)

It is during the prime working years, from 25 to 64, that men and women choose differently between part-time and full-time working options. Again, this is not to say that full-time work is not the primary working option for those employed. It is, for both men and women. But of those employed during the prime working years, only 1.6 percent of working men work part-time. Twenty-two percent of working women do so. Of those people employed part-time between the ages of 25 and 64, 90 percent are women. And these women comprise 47 percent of all people working part-time.

The reasons why women and men are disproportionately represented within the 25-64 age group working part-time are clear. Our society has traditionally dictated that men work, and that they work full-time. Irrespective of whether a woman works part-time or full-time, in those families in which a woman is married and her husband is present and working, for example, he has the responsibility for working full-time outside the home.

When men during this stage of their life cycle do work part-time, they do so involuntarily - largely because they cannot find their first choice, full-time work (Diagram 6). Smaller numbers of men work part-time because they are going to school and because they do not want full-time work, for some unspecified reason. In contrast, approximately half of the women who work part-time during this period of their lives do so because they do not want to work full-time, a quarter have family and personal responsibilities that limit the time they can work, and a small group cannot find their first choice, full-time work.

**DIAGRAM 6**  
**Reasons For Working Part-time: Men and Women Aged 25-54**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages Cat. 71-001

Note: Percentages may not add to 100 due to rounding and the omission of small sample categories



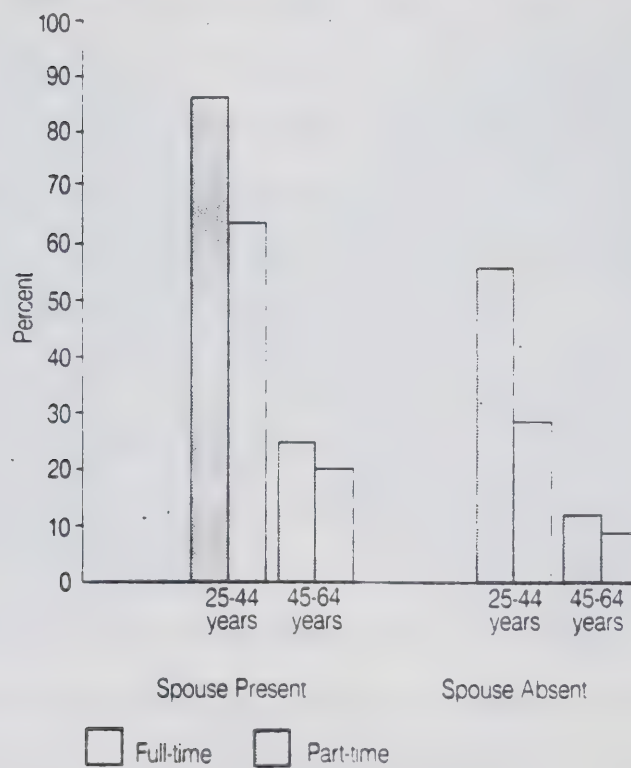
Data on the reasons for working part-time are recognized to have several limitations.<sup>3</sup> Nonetheless they do show broad trends for this age group. The majority of women for some unspecified reason, do not want to work full-time. A substantial number of men are seeking full-time work; to a large extent women are not. Men are going to school; women are not. Women take on the family and personal responsibilities; men do not.

Thus the reason why men who are working part-time in this age group are under-represented is not difficult to explain. Men work, they work full-time, or they wish to work full-time. Women who work, work full-time or part-time, be this choice voluntary or involuntary. Of interest, then, is why some women choose to work part-time and some choose to work full-time. In what ways are part-time women workers different from full-time women workers during their prime working age?

The chief demographic difference between the two groups relates to their family composition, but it is a difference in degree rather than in kind. That is, both full-time and part-time women workers are likely to be married, but a higher percentage of part-time women workers are married: 87 percent compared to 69 percent. Both full and part-time women workers are likely to have children at home, but a higher percentage of part-time women workers do so, and this generalization holds for each and every age group, and applies whether a spouse is present or absent (Diagram 7). Therefore the probability of a woman working part-time rather than full-time increases when children are at home.

For women beyond the usual child-bearing and child-rearing age group (in this case defined as women 45 years and over), the proportion with

**DIAGRAM 7**  
**Percent of Part-time and Full-time Women**  
**Workers with Children Under 16 Years of Age**  
**at Home**



Source: Derived from Statistics Canada Labour Force Survey, 1981 Annual Averages. Unpublished



children at home is similar to the proportion of women working full-time at the same age. Women in their prime working age can therefore be divided into two further stages of the life cycle with the 25-44-year-old women being more likely to work part-time when they have young children, and the women 45 years old and over working part-time for a variety of non-child related reasons. It is probable that the women aged 45 years and older are working part-time when family finances are less strained, thereby reducing the need for additional income, but national data do not identify these non-child related reasons for working part-time.

Skill development leave is most appropriate for these prime working age women, especially for those who will continue working after their children are raised. Earlier it was shown that the part-time worker's formal education was similar to the full-time worker's education, yet, as will be shown later, women working part-time are in low skilled, low paid jobs. It will also be shown later that prime working age women who work part-time contribute up to one-quarter of their household's income from paid employment. Therefore, financial constraints are likely to prevent these women from taking up skill development leave unless the latter is paid leave. Further, since 86 percent of the women working part-time between the ages of 25 and 44 have young children under the age of 16 at home, and 43 percent have at least one child under the age of 6 at home, successful skill development leave programs for those people will have to be designed to operate during the hours when young children are in school.

(iii) The Older Worker

The reasons why older workers continue to work are well-known. Active older workers want to continue working not only for the income it provides, but also to keep physically fit, to feel useful in sharing their skills and knowledge, to maintain contact with their area or field of work, and to keep in touch with other people. At the same time, after 40 to 50 years in the labour force, perhaps with less energy and fewer monetary and family pressures to continue working a full week, the older worker can reduce his workload. Part-time work becomes more attractive to these active older workers, as well as to older workers with health problems.

The participation rates of older workers in the labour force are extremely low, but for those who do work, part-time work becomes an important option. Fully one-third of people 65 and over who were working in 1981, were working part-time. For both men and women, this proportion represents a dramatic jump over the proportion working part-time in the previous age group. Only three percent of 55-64 year-old working men work part-time; by age 65 and over, 27 percent do so. Twenty-five percent of 55-64 year-old working women work part-time; by age 65 and over, 44 percent do so.

Table 3

PEOPLE EMPLOYED AGED 55 AND OVER  
(000's)

| Age       | Men              |                  |                          | Women            |                  |                          |
|-----------|------------------|------------------|--------------------------|------------------|------------------|--------------------------|
|           | <u>Full-Time</u> | <u>Part-Time</u> | <u>Percent Part-time</u> | <u>Full-Time</u> | <u>Part-Time</u> | <u>Percent Part-time</u> |
| 55-64     | 700              | 22               | 3.0                      | 269              | 89               | 24.9                     |
| 65 & over | 96               | 36               | 27.3                     | 30               | 24               | 44.4                     |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages.  
Cat. 71-001.

Due to their small numbers, our knowledge of the work-related activities of the older worker is slight. The data suggest that because male part-time workers increase in number prior to the normal retirement age, some are transferring from full-time work to part-time work in anticipation of retiring completely from the labour force. And, as the population ages and Canada has larger numbers in this age group, the transitional retirement pattern is likely to become more important. However, we also know that at this age, the majority of part-time workers simply do not want to work long hours (Diagram 8), and it is difficult to conclude that they would be at all interested in skill development leave.

(iv) Future Numbers of Part-time Workers

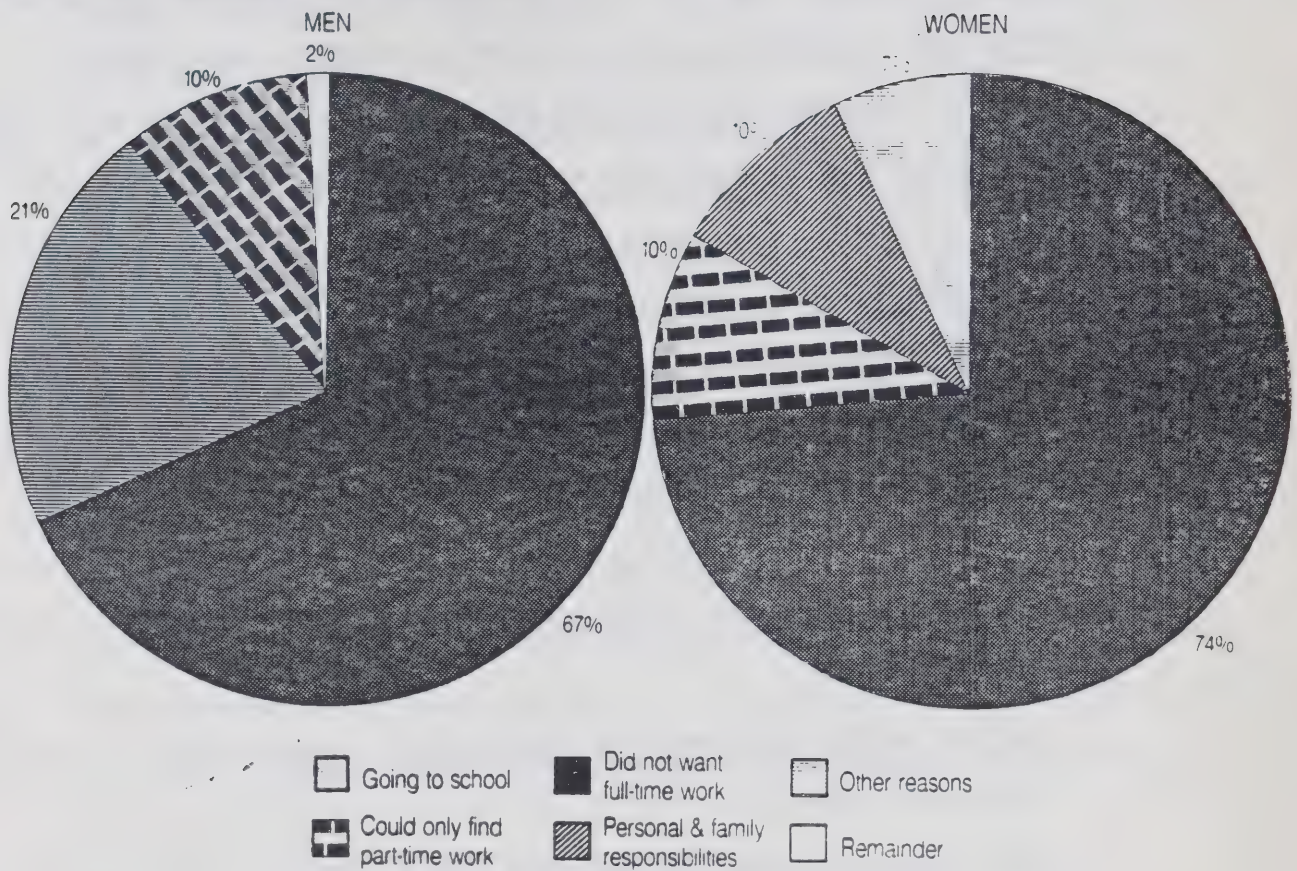
Since part-time work is closely related to one's stage in the life cycle, and Canada's population structure is changing, it is useful to ask what number of part-time workers will occur in the future.

Restricting our projection to the end of the century, and focussing on the three subgroups of part-time workers identified above, it is likely that:

- As the population ages, the proportion of young workers in the labour force will decline.
- The large generation of baby-boom women presently entering the traditional child-bearing age groups will show their traditional decline in labour force participation. And since women have a higher propensity to seek part-time work, their numbers will not increase dramatically.



**DIAGRAM 8**  
**Reasons Why Workers Aged 55 and Over Work Part-time**



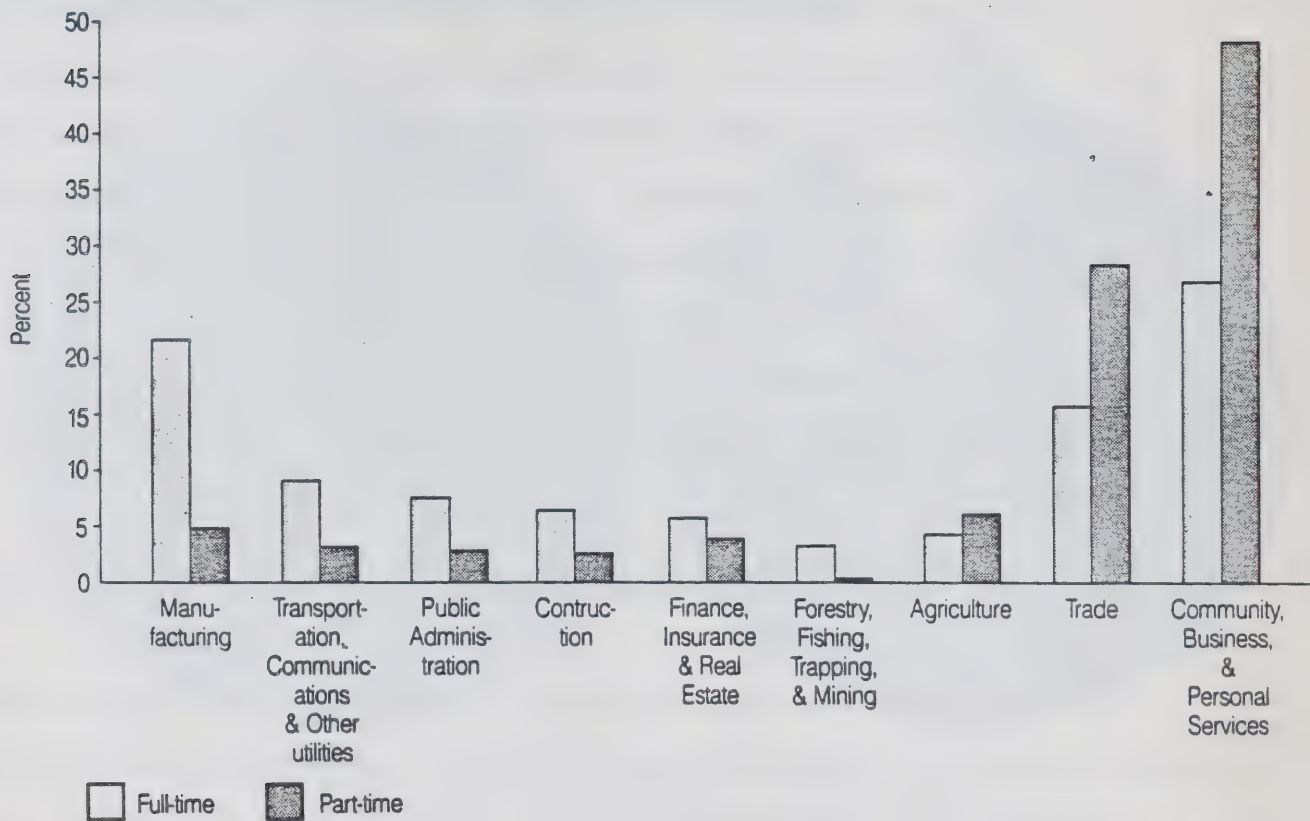
Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages, Cat. 71-001.  
 Note: Percentages may not add to 100 due to rounding and the small sample size in some categories.

- At the other end of the age spectrum, the increasing numbers of older people can be expected to add to the part-time labour force, but it is unlikely that this will occur before the 1990's, and even then not in large numbers.
- Overall, numbers of part-time workers will continue to grow steadily but not dramatically. In 1981, 13.5 percent of all employed were employed part-time. Foot (1982),<sup>4</sup> in his projections predicts that, all else being equal, the part-time component of the labour force will increase to between 15 to 19 percent over the next twenty years. This projection reflects an assumption that immigration will be lower than in recent years, and that the female participation rate will show only moderate growth (from 40 percent to 44 percent by the turn of the century).

## 2. The Occupations of Part-time Workers and the Industries in Which They Work

Most people are aware that part-time workers work in the service-producing industries, not the goods-producing industries. Three-quarters of the one and a half million part-time workers find work in the two service industries of trade (wholesale and retail), and community, business and personal services. By comparison, these two industries account for only 42 percent of full-time workers. And the proportion of full-time workers in manufacturing, transportation, public administration, forestry and construction far outweighs the proportion of part-time workers (Diagram 9). Further, what part-time employment is offered/chosen in manufacturing, construction, transportation, and public

**DIAGRAM 9**  
**Distribution of Full-time and Part-time Workers Across Industries**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.



administration, is offered to or chosen by a higher proportion of the male part-time workers. A majority of all women part-time workers are to be found within the single industry of community, business and personal services (Table 4).

Table 4

**DISTRIBUTION OF MEN & WOMEN PART-TIME WORKERS ACROSS INDUSTRIES**  
(000's)

|                                                     | <u>Men</u> |       | <u>Women</u> |       |
|-----------------------------------------------------|------------|-------|--------------|-------|
|                                                     | #          | %     | #            | %     |
| All Industries                                      | 413        | 100.0 | 1,064        | 100.0 |
| Agriculture                                         | 37         | 9.0   | 51           | 4.8   |
| Forestry, fishing, trapping                         | ...        | n.a.  | ...          | n.a.  |
| Mining, quarrying, oil wells                        | ...        | n.a.  | ...          | n.a.  |
| Manufacturing                                       | 30         | 7.3   | 42           | 3.9   |
| Construction                                        | 19         | 4.6   | 20           | 1.9   |
| Transportation, communications<br>& other utilities | 20         | 4.8   | 27           | 2.5   |
| Trade                                               | 126        | 30.5  | 290          | 27.3  |
| Finance, insurance & real estate                    | 12         | 2.9   | 44           | 4.1   |
| Community, business & personal<br>services          | 153        | 37.0  | 559          | 52.5  |
| Public administration                               | 14         | 3.4   | 28           | 2.6   |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages. Cat. 71-001.

Note: Data based on very small samples (...) are not included in this and all subsequent tables.

Not only do part-time workers find employment within a restricted range of industries, but within these industries, the part-time workers are concentrated within a few occupations. Four occupations predominate: service; clerical; sales; and managerial and professional occupations. Together, these four occupations are chosen by 84 percent of all part-time workers, but only 62 percent of all full-time workers. Occupations such as processing, construction, and transportation are either chosen by few part-time workers;

few part-time jobs are available within these occupations; or some combination of the two (Diagram 10). And, where part-time workers are found in these occupations, they represent a higher proportion of the male part-time workers than of the women part-time workers. Similar proportions of men and women part-time workers are found in the service and sales areas. And, higher proportions of women to men part-time workers are found in the managerial and professional, and clerical occupations, especially the latter (Table 5).

Table 5

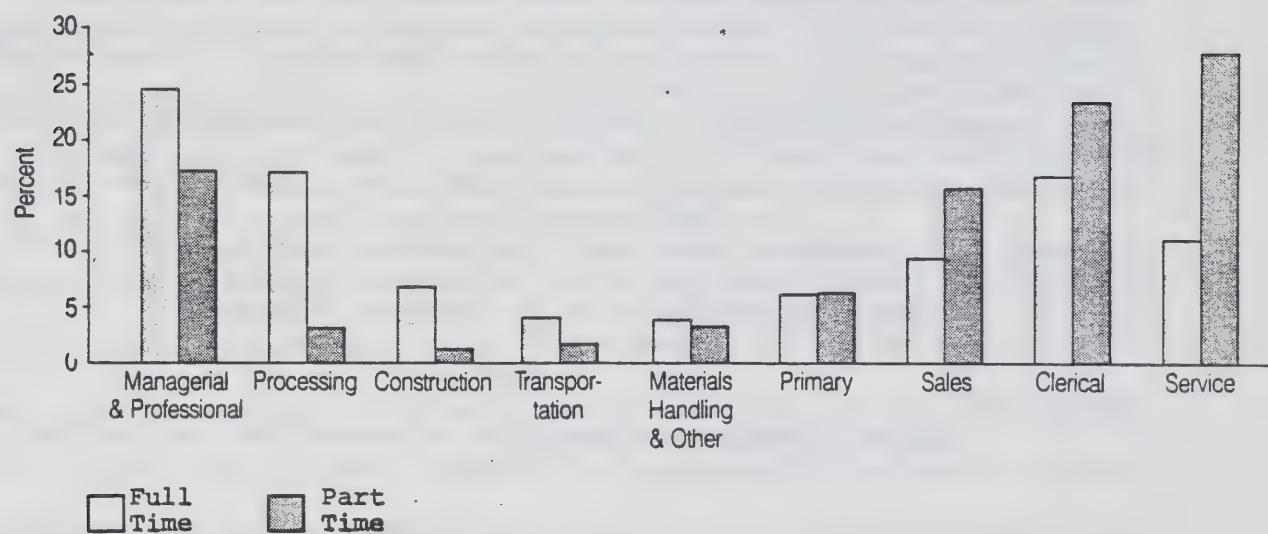
**DISTRIBUTION OF MEN & WOMEN PART-TIME WORKERS ACROSS OCCUPATIONS  
(000's)**

|                           | <u>Part-time<br/>Workers</u> |       |       | <u>Women</u> |       | <u>Men</u> |   |
|---------------------------|------------------------------|-------|-------|--------------|-------|------------|---|
|                           | #                            | #     | %     | #            | %     | #          | % |
| Total                     | 1,477                        | 1,064 | 100.0 | 413          | 100.0 |            |   |
| Managerial, professional  | 256                          | 206   | 19.4  | 50           | 12.1  |            |   |
| Clerical                  | 345                          | 309   | 29.0  | 36           | 8.7   |            |   |
| Sales                     | 232                          | 165   | 15.5  | 68           | 16.5  |            |   |
| Service                   | 410                          | 297   | 27.9  | 113          | 27.4  |            |   |
| Primary                   | 92                           | 47    | 4.4   | 45           | 10.9  |            |   |
| Processing                | 48                           | 20    | 1.9   | 28           | 6.8   |            |   |
| Construction              | 19                           | ...   | n.a.  | 18           | 4.4   |            |   |
| Transportation            | 25                           | 8     | 0.8   | 17           | 4.1   |            |   |
| Material handling & other | 49                           | 11    | 1.0   | 38           | 9.2   |            |   |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages. Cat. 71-001.

Those occupations in which part-time employment is relatively unimportant are the very same occupations which are the most highly unionized. With the exception of management and professional occupations, the occupations in which the highest percent of part-time workers are found are those which have much lower rates of unionization. And further, whether an occupation had a high or low rate of unionized employment, with the exception of those in managerial and

**DIAGRAM 10**  
**Distribution of Full-time and Part-time Workers Across Occupations**



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001



professional positions, the rate of unionized employment for part-time workers in each occupation is substantially lower than that for full-time workers. Over all occupations, the level of unionization for part-time workers is less than half that for full-time workers.

The managerial and professional occupation is an anomaly. Not only are part-time workers in this occupation likely to have the highest rate of unionized employment, but unlike all other occupational categories, these part-time workers have a marginally higher rate of unionization than full-time workers. This is also the highest paid occupation for part-time workers. A finer breakdown of this occupational category in Table 6 reveals that managerial and professional part-time workers are mostly working in medicine, primarily nursing, and in teaching. By inference, then, part-time workers with the highest rate of membership in collective bargaining units are teachers and nurses.

Table 6

PART-TIME WORKERS IN MANAGERIAL & PROFESSIONAL OCCUPATIONS  
(000's)

|                             | <u>Number of Men</u> | <u>Number of Women</u> |
|-----------------------------|----------------------|------------------------|
| Managerial & professional   | 50                   | 206                    |
| Managerial & administrative | 7                    | 19                     |
| Natural Science             | 4                    | 4                      |
| Social Science              | ...                  | 12                     |
| Religion                    | ...                  | ...                    |
| Teaching                    | 13                   | 53                     |
| Medicine                    | 7                    | 98                     |
| Artistic occupations        | 15                   | 20                     |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages. Unpublished.

In many respects then, nurses and teachers are the most fortunate part-time workers. They are in highly skilled, highly paid positions, and receive assistance from professional associations which bargain on their behalf. In

addition, they are also highly motivated and well served in upgrading and skill development programs. This is not the case for the vast majority of women part-time workers. And later we will see that it is most unlikely that employers, unless subsidized, would release sales, service and clerical part-time staff for skill development leave.

### 3. The Hours Part-time Workers Work

The Labour Force Survey defines part-time workers as those who usually work less than 30 hours per week. Part-time workers actually work far fewer hours. In 1981 part-time workers averaged only 14.2 hours per week, or 15 hours, if those who gained no work that week are excluded.

Table 7 shows the distribution of the actual hours of work for part-time workers in the average week in 1981. Seven percent did not work at all due to illness, vacation, personal and family responsibilities, or some other reason. (Part-time workers who worked on-call but were not called in during the week would be included in those who worked no hours, if they usually obtained some work each month.) Forty-one percent worked between 1 and 14 hours; 50 percent worked between 15 and 29 hours; and, between two and three percent of those who worked, actually worked 30 or more hours per week, although their usual hours were less than 30.

Table 7

**ACTUAL HOURS WORKED BY PART-TIME WORKERS IN THE AVERAGE WEEK**  
(000's)

|                  | <u>#</u> | <u>%</u> |
|------------------|----------|----------|
| Total            | 1,477    | 100.0    |
| 0 hours          | 105      | 7.1      |
| 1-14 hours       | 598      | 40.5     |
| 15-29 hours      | 740      | 50.1     |
| 30 or more hours | 35       | 2.4      |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages.  
Unpublished.

It is interesting to see the number of part-time workers who worked, but who would have been ineligible for unemployment insurance contributions because they worked less than the required 15 hours per week. Of the 1,477,000 part-time workers, in the average week 598,000 worked between one and 14 hours. Part-time workers here include those in paid worker jobs where unemployment insurance is applicable, and those who are self-employed or in unpaid family work where unemployment insurance is not applicable. But paid workers form 84 percent of the 1,477,000 part-time workers, and assuming that the actual hours of work for the self-employed (12 percent) and unpaid family workers (4 percent) follow a similar distribution, at minimum, 40 percent of part-time workers will not have worked the 15 hours necessary to have insurable earnings in the average week.

This must be considered to be a most conservative estimate, since some of those part-time workers who worked no hours during the week, and who were not paid during their absence, will also not have insurable earnings for that week. And further, since part-time jobs fluctuate in the hours worked, a worker who is eligible to contribute one week may be ineligible the following week.



It should be recognized, therefore, that a skill development program which aims at upgrading the skills of workers while on unemployment insurance, or a skill development leave program that is conditional upon the 15 hour unemployment insurance criterion, will exclude at least half of all part-time workers.

#### 4. The Work Schedules of Part-time Jobs

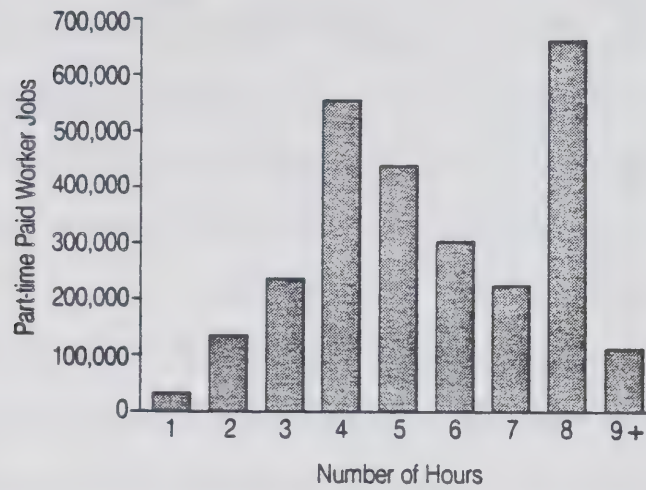
Training programs that hope to appeal to part-time workers are doomed to failure if they fail to be continuous entry programs. Block entry programs, requiring lock-step progress will not accommodate the business fluctuations of the employer, and part-time workers are primarily hired to enable the employer to meet daily and seasonal business peak demands.

Diagrams 11, 12, and 13 show the daily, weekly and monthly work schedules of part-time jobs. (Note that the unit of measurement is the job, not the part-time worker. Thus, a part-time worker can have more than one part-time job, and these jobs can be successive or concurrent over the year.)<sup>5</sup>

Diagram 11 shows that the most common daily pattern of part-time jobs involves working eight hours, a full day. However, only 25 percent (661,000 out of 2,702,000) of the part-time jobs involved working an eight-hour day on the days that the worker worked. The second most common daily pattern was half-time, four hours per day.

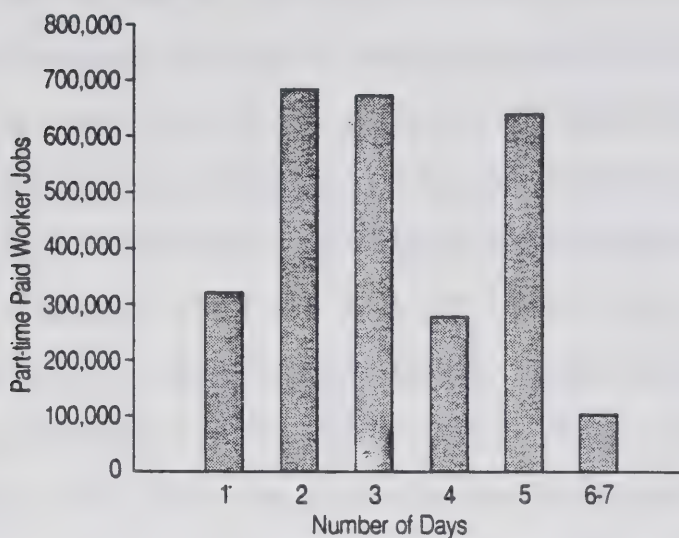
The most common weekly pattern among part-time jobs is that involving two days of work per week - but this pattern also involved only 25 percent of the jobs (Diagram 12). Almost as frequent were those jobs involving three days work per week and those involving five days of work in the week the worker worked.

**DIAGRAM 11**  
**Number of Hours Usually Worked Per Day in**  
**Part-time Jobs**



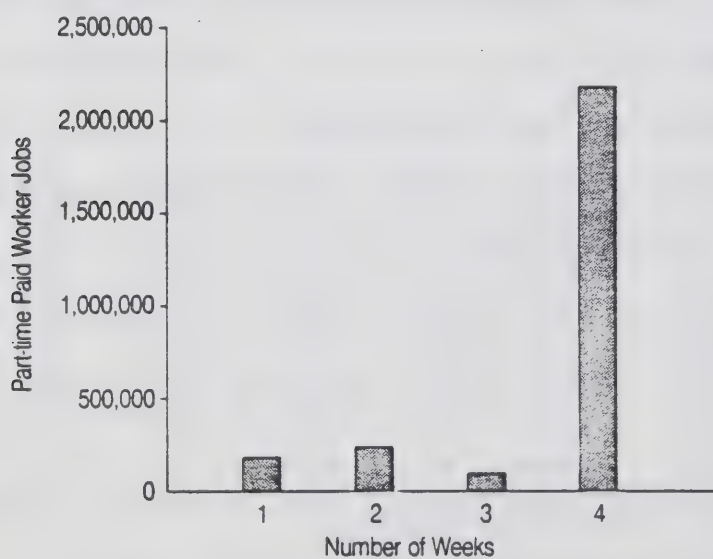
Source: Statistics Canada *Survey of 1981 Work History*. Unpublished.

**DIAGRAM 12**  
**Number of Days Usually Worked Per Week in**  
**Part-time Jobs**



Source: Statistics Canada *Survey of 1981 Work History*, Cat. 71-001, October 1982.

**DIAGRAM 13**  
**Number of Weeks Usually Worked Per Month in**  
**Part-time Jobs**



Source: Statistics Canada *Survey of 1981 Work History*, Cat. 71-001, October 1982.



Almost all of the part-time jobs had the same monthly pattern. It can be seen in Diagram 13 that 81 percent of the jobs involved work in all of the weeks of the month.

Of course Diagrams 11, 12 and 13 cannot be combined to generalize that the most common within-month part-time work schedule is eight hours per day, for two days per week, for all weeks of the month. In fact, the most common combined schedule was four hours per day, for five days of the week for all weeks of the month. That is, the most common schedule was part-day, full-week. But the enormous variety of work schedules in part-time jobs can be appreciated when it is realized that this most commonly reported schedule applied to only eight percent of all part-time jobs, and the 11 most commonly reported combined schedules together accounted for less than half of all part-time jobs. In all, 255 different work patterns were found among the 2.7 million jobs when just the combination of the hours, days, and weeks were examined.

Table 8

MOST COMMON WORK SCHEDULES IN PART-TIME JOBS

| PART-TIME JOBS |      | WORK SCHEDULES                 |                     |
|----------------|------|--------------------------------|---------------------|
| #              | %    | <u>Particular</u>              | <u>Generalized</u>  |
| 213,000        | 7.9  | 4 hours a day, 5 days per week | part day, full week |
| 183,000        | 6.8  | 8 hours a day, 2 days per week | full day, part week |
| 171,000        | 6.3  | 8 hours a day, 3 days per week | full day, part week |
| 134,000        | 5.0  | 5 hours a day, 5 days per week | part day, full week |
| 101,000        | 3.7  | 4 hours a day, 3 days per week | part day, part week |
| 100,000        | 3.7  | 5 hours a day, 3 days per week | part day, part week |
| 88,000         | 3.3  | 6 hours a day, 3 days per week | part day, part week |
| 83,000         | 3.1  | 6 hours a day, 2 days per week | part day, part week |
| 81,000         | 3.0  | 8 hours a day, 1 day per week  | full day, part week |
| 78,000         | 2.9  | 4 hours a day, 2 days per week | part day, part week |
| 78,000         | 2.9  | 3 hours a day, 5 days per week | part day, full week |
| 1,492,000      | 55.2 | All other schedules            |                     |
| 2,702,000      |      |                                |                     |

Source: Statistics Canada, Survey of 1981 Work History, Cat. 71-001, October 1982.

Moreover, the work schedules described above are merely the usual work schedules. 727,000 or 27 percent of these part-time jobs fluctuated in hours usually worked from month to month. Of these 727,000 jobs, almost half (44 percent) had fluctuating hours because the worker was "on-call", and another quarter (23 percent) were due to an increase or decrease in the employer's business.

Finally, the discussion above relates only to daily, weekly, and monthly work patterns. Part-time jobs are also offered and chosen more often in some parts of the year than in others. Thus there is also a great variation in within-year patterns of part-time work. This can be seen more clearly by considering part-time workers rather than part-time jobs. Each winter more people work part-time than in the summer. In January 1981 there were 1,496,000 part-time workers. By July the number had dropped 19% to 1,217,000, and by December it had risen to 1,599,000. And this is a regular pattern within each year. As noted earlier, the regular pattern is chiefly caused by young workers working part-time during the school months and seeking full-time work or not working during the summer. To a lesser extent prime working age women also leave part-time employment during the summer months, presumably to spend time with their children home from school. And of course, employers with seasonal demands for their goods and services vary in their within-year demand for part-time workers. The majority of part-time jobs do not last the full year, but where full-year jobs are offered/chosen, the job-holder is most likely to be a prime working age woman.

The flexibility of part-time jobs has been discussed in some detail. But it is the degree of change, flexibility, and variability in part-time jobs that

is crucial to a discussion on skill development leave. Skill programs offered on-site or outside the workplace will accommodate neither the employer nor the worker if they are designed in the traditional block mode. Skill programs which hope to be successful must reflect the reality of the workplace, and therefore must be continuous entry, individual-based programs.



## B. VARIOUS APPROACHES TO ORGANIZING PART-TIME WORK

### Part-time Work

Part-time work can be a desirable and beneficial way of organizing work when it is flexible enough to meet the needs of employees and employers and when those engaged in it are working voluntarily. The concept of voluntarily working part-time also includes the possibility of working part-time while preferring full-time but finding part-time opportunities more available. The following examples are by no means all of the ways in which part-time work can be organized.

The approaches discussed in this section offer choice to the employee, require little or no organizational, plant or technological restructuring, are relatively inexpensive to install and operate, and may help to improve productivity.

#### 1. Work at Home

As demands of technology, of the marketplace and of life-style preferences change, alternative ways of organizing work become more attractive to both employees and employers. There has been considerable comment about the coming micro-electronic revolution and the associated opportunities to work out of one's house and enjoy a far more flexible life-style/work-style. There is little indication that this way of working--at home communicating with associates through advanced telecommunications networks--is rapidly displacing working at an office or place of employment separate from the home. As a balance to the benefits of freeing

people from the burden of work schedules and travelling to work, many individuals stress that working in such circumstances also mean being separated from colleagues, from promotional opportunities, and from intellectual stimulation. It adds to the pressure particularly for women to provide home and child-care. Lastly, the freedom often means an associate or consultant status rather than an employee status with an employer. It is attractive to those liking this freer life-style and able to obtain high earnings. But it often provides lower earning opportunities, fewer or no benefits, and the insecurity of income and employment which have characterized traditional cottage industry employment in small scale clothing, textile, and assembly processes. In short, it is not yet the cure-all or the source of greatly expanded opportunities for work it has been touted as. Nonetheless, it is important to point out that the same elements that make the work alternatives discussed in this chapter more appealing also, when present, contribute to making working at home an attractive option. These are that the choice of that work-style be voluntary; that the work arrangements themselves contain an element of flexibility and that they offer the opportunity to work at reasonable levels of income and with appropriate access to benefit programs. These latter two conditions normally require a formal associate or employee, rather than on call or temporary relationship with an employer.

## 2. Peak Workload

This has traditionally been the major reason for employers wanting to hire part-time workers. Normally the employer felt that the workload of the job required less than a full work-week of labour. This can take several forms. In organizations operating longer hours there may be a need for more than one peak employment period per day. Under such conditions, the employer might prefer to hire two sets of part-time workers to cover the

needs. Another common type of peak load need is found in positions for which there is not sufficient need for full-time people but for which a single period (usually three to six hours per day) need exists. Yet another variation can be found in full-day (i.e. 7½-8 hours per day) employment for the busy days in a week. Banks, insurance companies, retail food stores, public transit, post offices, restaurants and professional offices, are at times in need of these types of employment.

In times of expansion or increased service delivery, the peak load hiring of part-time workers is often preferable to employers for several reasons. It more closely matches their staffing needs for the additional hours of work they have available. It is often easier to find people with the right mix of required skills for part-time employment. It permits a more gradual expansion without leading to problems of labour surplus.

### 3. Provide a Broader Skill Base

Often when positions become available either through vacancy or through additional jobs being created, there is an opportunity to reassess the skill needs of the organization and it is determined that a broader base of skills would be better. Those skills can be provided by hiring two or more people rather than by utilizing only full-time personnel. The new workers can be assigned to different work units, providing more people and a wider range of support. If at the same time the recruitment base is broadened, it is possible that scarce job skills may be provided for jobs that otherwise could not be filled. Students and women supply many of these needed skills.

Older workers, people about to retire and retirees are a ready source of supply for skills which the labour market may not be rapidly replacing.



These individuals can be of value in maintaining existing skill levels of the enterprise, in assisting with the training of replacement personnel and in facilitating adjustment to new technology requiring the development of a new base of skilled personnel. In this latter case, many employers find it necessary to keep on skilled people until the newer technology is firmly in place and the required new skilled personnel are familiar with it. This gradual approach appears to be working well in the cases where it has been implemented.

#### 4. More Effective Use of Capital and Equipment

In periods when little additional capital is available, employers may want to use their existing plant and equipment more effectively or help balance equipment operations by extending operating hours. Additional part-time people can extend the operating hours. Support service functions in offices, public institutions and industry often use labour in this fashion. It is particularly a preferred method of operation when continued regular use of overtime is required but not desired by the employees. It could also be used as an alternative to regular use of overtime where fatigue and lower efficiency of the longer hours could be eliminated by part-time labour.

#### 5. Relief of Job Stress or Tedium

Where jobs may be subject to considerable tedium or repetition, part-timers might be able to remain more energetic, alert and productive. This could be shown in the case where an assembly line job consists of simple, repetitive, boring and tiring tasks. Hiring part-timers might also be preferable where safety is an important concern. However, it should be pointed out that in any position where safety is an important concern, all

workers, full-time or part-time, should be given sufficient training to counter the risks inherent in the job. In the interest of worker safety and higher efficiency, part-time workers are also used in jobs requiring high concentration and careful timing. They can be found in certain precision manufacturing and assembly jobs, tight deadline continuous pressure jobs. This latter use of part-time workers appears more prevalent in the United States and Europe than in Canada.

#### 6. Retirement

Unlike Sweden where it is a more common practice, there are relatively few Canadian examples of individuals who are gradually phasing themselves out of the labour force by reducing the work-week by a one day per week each year over a five-year period. It is an option which is expected to increase in popularity. The total retirement at a set age of an experienced, skilled worker can have a substantial negative impact on a work unit, or on an organization. It is expected, particularly in view of the low (relative to employment income) pension income of some Canadian workers, that some workers would prefer to scale down their work rather than to retire completely. Others express the same preference because of a desire to remain active and maintain the close association they have with their fellow workers. However, when the economy was more prosperous and the rate of inflation was lower, most workers such as steelworkers who had the chance to take earlier retirement with minimum pension loss opted to retire early rather than to continue working. One wonders, however, what their choice might have been had they been given the alternative of phasing into retirement by working part-time. The essential element, the ability

to choose between part-time work and part-time retirement or full-time work and full-time retirement, has not been present often enough in Canada to determine what people would select. The gradual elimination of compulsory retirement (usually at age 65) provisions may also stimulate the demand for phasing-in of retirement.

## 7. Leave of Absence

Temporary leave programs, giving employees a chance to take additional time away from work, is proving attractive in many cases. They appeal to people wanting additional freedom, increased leisure, a break from the routine of their working life, the opportunity to do something different with their lives, or an extended vacation. At the same time they reduce the risk to the participating employee by maintaining eligibility to benefit programs. These types of programs allow companies to give employees an opportunity for more time away from work while at the same time keeping salary costs more in line with revenue. They differ from work-sharing which is put in as an alternative to layoffs. They are an expression of increased employer flexibility and willingness to allow people to voluntarily take more time off on an unpaid basis without losing the opportunity to participate in benefit programs, either on a prorated or full basis.

These temporary programs take several forms. The take-a-break type of programs allow employees to take more time off either through temporary reductions in working hours, in the number of days worked per week or weeks worked per month over a defined period of weeks or months; or extended vacations without altering the employee's normal full-time or part-time work week. These programs are working well when flexibility and mutual agreement



are the conditions for their implementation and for any change in planned schedules.

Sabbaticals have been used for many years to allow teachers and professors the flexibility to take a period of time away from teaching to upgrade their education or to pursue research. There are now examples of 4/5 or 6/7 variations now coming into place. These usually are directed towards professionals such as lawyers, accountants and school teachers. For example, teachers in certain school boards in New Brunswick and in Ontario have been given the option of contracting with their school board to take one year off during the next five years. Unlike the normal sabbatical where a teacher or professor is expected to work full-time in the interest of the university or school, these sabbaticals allow for the teacher to do whatever he or she wishes. It calls for the income they earn over four years of work to be distributed over five years so that during the sabbatical year the teacher continues to receive an income and to remain eligible for accumulated seniority and pension credits. Due to the progressivity of income tax rates, the resulting reduction in take-home pay is frequently approximately half of the twenty percent reduction in gross pay.

Lawyers and accountants in larger practices have developed the practice of granting sabbaticals of three months to a year to members of the firm. Depending on how income in the firm is distributed, those on sabbatical either defer incomes as in the teacher case above, or an amount is set aside from the firm's income for payment to those on leave during the sabbatical period.

## 8. Respond to Budget Constraints

If an organization has a backlog in one part of its operation and no authorization for increased staff, it can look to alleviating the backlog by taking vacant positions from other branches and converting them to part-time positions. In this way, the needs of the backlogged branch and whatever additional needs of the other branches can all be met. This is a more flexible use of part-time and, in larger organizations with staffing turnover, can be used quite effectively.

Another response to budget limitations may be to consider the establishment of permanent part-time positions in cases where there is compulsory regular frequent use of overtime. This would not be a creation of part-time jobs instead of full-time jobs nor, indeed, would it be to the detriment of the full-time jobs in cases where there was a reluctance and lack of desire to work much of the overtime. In situations where there is a clear choice whether or not to work overtime, and those working the extra hours are doing so voluntarily, the creation of part-time positions would be at the expense of their full-time jobs and not supported by the Commission.

Reducing the length of appointments or the time worked on an appointment can also be a response measure to budget constraints. Voluntary reduced appointments can help ease the employee's way into voluntary retirement, help in meeting other leisure, lifestyle time requirements and still maintain access to benefits. These reductions can be associated with job-sharing or straight time reductions in a given job. Universities and other employers with established benefit and pension programs, with large numbers of employees, and with the ability to be flexible in the work demands and hours requirements placed upon employees have been better able to develop programs to

satisfy employees while at the same time helping the employer to meet budget constraints and avoid layoffs.

## 9. Skill Development

Part-time work provides an ideal means of supporting a variety of skill development processes including part-time education, full-time education (together with part-time work), on-the-job training, or in-classroom training. It can be used to facilitate the general upgrading of existing employees or be used together with job-specific academic and skill development. If used with appropriate personnel evaluation and career-path planning systems it can be a valuable tool for retaining existing personnel. By altering positions to part-time, the services of important personnel can be retained while they are in the processes of obtaining the education or training needed for their work.

If retirement and turnover are normally creating a demand for replacement employees, part-time work can be used in several ways. Older workers can do their work part-time and train their replacements part-time. The latter also divide their work time between their existing job and the training program for their new job. This type of training opportunity exists all along the skill ladder from the lesser skilled through to the senior executive levels. Another way to use part-timers for workforce replacement is to hire a new staff on a part-time basis to give them the necessary exposure to the job and the operation of the workplace with the intention of moving them into full-time work as soon as the positions become available. This use of a part-time labour pool may be combined with training or may simply be used to provide part-time exposure to the job for more people in preparation for full-time employment.



However the above suggests that skill development has applications when combined with reducing hours from full-time to part-time in order to allow for the implementation of a skill development process. It does not indicate whether skill development leave from a part-time position would be a useful policy for employers, employees and government to apply to people who are already working part-time. The authors consider its applicability as follows:

(i) In Work at Home situations, the employee could only take leave from the part-time work if the hours and conditions of work were clearly defined. This can be the case in an employer-employee relationship but not in a consulting, an ill-defined associate or a piece-work relationship. Employers prefer to consider those in a work at home situation as independent contractors. As such they are free to take any leave from their work they might wish simply by contracting for or, in the case of piecework, producing less output. John Applegarth refers to the opportunities available to work at home part-timers but, as a free-lancer himself, is one of the first to recognize the income reduction implications inherent in exercising the leave preference.

(ii) Peak Workload situations may provide opportunity for leave which could benefit both parties. For the employer to be interested, the leave would have to have a payoff in increased performance on the job or in qualifying the employee for a better job the employer needs to fill. Under current labour market conditions, the employer would usually be able to fill in the part-time work hours lost to the leave should that be required. However, these imply that the employee needs

to be able to see some benefit out of the leave and that the employee's wages at times of also paying for replacement personnel cause employers to resist using this approach unless they can see no other way of getting their appropriately trained personnel. Thus some fast food operations and retail chains have used leave programs for part-time workers (who are working during peak-hours) to train these people for additional responsibilities such as shift supervising, assistant manager, etc. The majority of these higher level job openings however, occur in full-time positions.

(iii) The use of Part-time workers to Provide a Broader Skill Base provides little opportunity for skill development leave from that part-time job. To the extent that there is a need for in-house or on-the-job training there may be opportunity for skill development. In such cases it is likely that the part-time worker will spend as much or more time rather than less time at the place of employment.

(iv) (v) The authors doubt that there would be opportunity for skill development leave in situations where part-timers were employed primarily to make More Effective Use of Capital and Equipment or to reduce Job Stress or Tedium.

(vi) Where part-time workers are employed as part of a pre-retirement program, it is possible to see opportunities for skill development leave for the operation of retirement planning and counselling programs. Examples of such programs now operating for pre-retirees now include such things as how to become involved in one's community, effective money management, health care and fitness, opportunities for employment on a reduced time basis. Most people in these pre-retirement

programs are moving out of full-time work into retirement. Only if they are normally working part-time or are in a phasing out of work situation, could they be considered to be part-time workers. Because of the nature of their jobs and their income levels most part-time workers are probably more concerned with how they can afford to retire rather than how they can better enjoy retirement.

(vii) Leave of Absence programs, as outlined in this section, by their structure would not provide opportunity for skill development leave for part-time workers while the individuals are at work. However, the 4 over 5 type options can just as easily be applied to part-time employees as to full-time employees. They may give the part-time employees the combination of total leave and sufficient income to complete an education program or to take an extended (up to 52 weeks or more) training program.

(viii) Where part-timers are working in response to Budget Constraints it is unlikely that there will be any opportunity for the initiation of skill development leave programs. The circumstances in which skill development leave might prove attractive would have to include a strong probability of improved business and a clearly defined need for an increased number and/or increased level of qualified personnel. The manufacturing, retailing and public service sectors of the economy are unlikely to be in that position in the medium term. The high-tech companies or others one can identify which may require better skilled workers may be able to offer some skill development leave to current part-time workers. As the fast growing companies are frequently those with cash-flow problems such a scenario would require the government to pick up the cost and probably would also require bankers/creditors approval.



### C. SKILL DEVELOPMENT LEAVE AND A CHANGE IN WORK OPTIONS

As suggested in the previous section, there can be various definitions of what constitutes part-time work. This paper uses a number of definitions. In the general sense, part-time work can be any amount of work of less than the standard hours of work in a given place of work. For statistical measures the Labour Force Survey definition of usually less than 30 hours per week is used.

The authors feel that with reference to part-time work, skill development leave may have its greatest value in two cases. It may assist people to gradually upgrade their skills and eventually shift from part-time employment to full-time employment. It may also be of value in encouraging a change from full-time work to part-time work. However the leave in this case may be from an existing full-time job rather than from a part-time job. It could then be considered as part of a skill development leave option for full-time workers.

#### 1. Part-time to Full-time Work

The data from the Labour Force Survey on the reasons why part-time workers work part-time are useful in assessing the availability or inclination of part-time workers to take up full-time work. Table 9 extracts from the Labour Force Survey those reasons for working part-time. The researchers found no evidence to indicate whether these reasons would differ according to the skill level of the worker.

Table 9

## PERCENT OF EACH AGE GROUP GIVING THIS REASON FOR WORKING PART-TIME

|           | <u>Number in<br/>Age Group<br/>(000's)</u> | <u>Personal &amp;<br/>Family<br/>Responsibilities</u> | <u>Going to<br/>School</u> | <u>Did not want<br/>to work<br/>Full-time</u> | <u>Total of the<br/>Three<br/>Reasons</u> |
|-----------|--------------------------------------------|-------------------------------------------------------|----------------------------|-----------------------------------------------|-------------------------------------------|
| MEN       |                                            |                                                       |                            |                                               |                                           |
| 15-24     | 298                                        | n.a.                                                  | 73.5                       | 6.4                                           | 79.9                                      |
| 25-54     | 57                                         | n.a.                                                  | 15.8                       | 15.8                                          | 31.6                                      |
| 55 & over | 58                                         | n.a.                                                  | n.a.                       | 67.2                                          | 67.2                                      |
| WOMEN     |                                            |                                                       |                            |                                               |                                           |
| 15-24     | 352                                        | 3.7                                                   | 58.2                       | 13.4                                          | 75.3                                      |
| 25-54     | 599                                        | 25.7                                                  | 1.3                        | 54.8                                          | 81.8                                      |
| 55 & over | 113                                        | 9.7                                                   | n.a.                       | 73.5                                          | 83.2                                      |

Source: Statistics Canada, Labour Force Survey, 1981 Annual Averages. Cat. 71-001.

Clearly the vast majority of part-time workers are prevented from working full-time by family, personal or school responsibilities, or, they do not want to work full-time for some unspecified reason. The evidence does suggest that young workers, especially men, appear to be working part-time in order to develop skills which might be associated with full-time work. A small but significant proportion (15.8%) of men aged 25-54 are working part-time and going to school. Only that sub-group of man between the age of 25 and 54 years has a large percentage which would take up full-time work if it were available to them, but it comprises less than four percent of all part-time workers. These two groups might be willing to take leave (if incomes could be maintained) to participate in skill development leave which could lead to full-time work. Women 25 and over and men 55 and over appear to be less interested as a group in seeking full-time work.

Assuming part-time workers with low clerical, sales and service skills were given skill development leave, and that these new skills increased their paid employment income, it would be interesting to attempt to assess their

likelihood of becoming full-time workers. Unfortunately no reliable data exists to make such an assessment, but there is some data from the United States on preferences for full-time versus part-time work when the household income is sufficient to pay for an acceptable standard of living.

In 1980 Louis Harris interviewed a cross-section of American families (Harris is recognized to be one of the better designers of weighted samples among American polling organizations) asking the interviewees if they had enough money to live as comfortably as they would like, would they prefer to work full-time; part-time; do volunteer work; or work at home caring for the family. As economic theory would suggest, both men and women opt for more leisure (as seen by the reduction from current employment levels in the percent preferring to work full-time), rather than more work and more income.

Table 10

**IF YOU HAD ENOUGH MONEY TO LIVE AS COMFORTABLY AS YOU'D LIKE,  
WOULD YOU PREFER TO WORK FULL TIME, WORK PART TIME,  
DO VOLUNTEER-TYPE WORK, OR WORK AT HOME CARING FOR THE FAMILY?**

|                   | <u>Working<br/>Men</u> | <u>Working<br/>Women</u> | <u>Working<br/>Women:<br/>Executive/<br/>Professional/<br/>Manager</u> |
|-------------------|------------------------|--------------------------|------------------------------------------------------------------------|
| Base              | 583                    | 428                      | 156                                                                    |
|                   | %                      | %                        | %                                                                      |
| Work full time    | 50                     | 17                       | 19                                                                     |
| Work part time    | 28                     | 41                       | 51                                                                     |
| Do volunteer work | 9                      | 13                       | 12                                                                     |
| Work at home      | 10                     | 28                       | 18                                                                     |
| None (vol.)       | 2                      | *                        | -                                                                      |
| Not sure          | 1                      | *                        | 1                                                                      |

\*Less than 0.5%.

Source: The General Mills American Family Report, 1980-81. Published by General Mills Inc., 1981.

The conclusions to be drawn from Table 10 are that were income levels sufficient, the ratio of part-time working men to full-time working men would become 1:1.8. Currently in Canada the ratio of part-time working men to full-time working men is 1:15.2 (6.1 million men work full-time, 0.4 million work



part-time). The ratio of part-time working women to full-time working women would become 1:0.4 if income levels were sufficient to live comfortably. Currently in Canada the ratio is 1:3.

Thus for working men and working women, for whom household income is sufficient, we can expect higher household incomes to increase the proportion of part-time workers. By inference, then, an increase in skill level that leads to an increase in household income can be expected to increase the proportion of part-time workers, not to increase the proportion of full-time workers. Skill development leave only becomes relevant in providing the higher skills to lead to higher incomes. Since it is unlikely that most people currently have sufficient household income it is unlikely that they will be able to reach that threshold and rapidly convert back to part-time work. If they are already in possession of sufficient income, it is hard to surmise why they might want or need skill development leave. Unless it would be a means to enable them to work at what they want (ie. a job satisfaction rather than an income orientation), the tendency will be towards full-time workers (especially women) becoming part-time workers.

For confirmation of this expectation, Table 10 also shows the preferences for working full-time and part-time among working women who are executives, professionals and managers - positions which pay the highest average hourly wage for women. Executive, professional and managerial women would be more inclined to stay in the labour force, but a higher proportion of them would choose part-time work than would working women in general. Unfortunately, there was no mention made of the response of working males in the executive/professional/manager category. Thus it is not possible to determine whether

this high desire to work part-time (reduce hours of full-time work) is unique to higher income (assumed from the category) women or is also shared by higher income men.

## 2. Full-time to Part-time Work

The data above indicate that the existing ratio of part-time to full-time workers would change were households to receive a level of income to enable them to live "comfortably". (What if households do not have an income level which they consider adequate to live comfortably?) Under what conditions would full-time workers work part-time? Could skill development leave lead to higher incomes which would give full-time workers the choice of working part-time?

Canada's two main national data sources on employment are the monthly Labour Force Survey and its January 1982 supplement, the one-time Survey of 1981 Work History. Unfortunately, neither survey asks respondents if they would prefer to work fewer hours per week nor the reasons why fewer hours would be wanted.

The authors are aware of only two Canadian studies on this topic. The first, Retirement in Canada: When and Why People Retire (Ciffon & Martin, 1977) examines the desired retirement pattern of workers aged 55 and over who have worked full-time in the labour force at some time since turning 45. Overall, 20 percent of men and 24 percent of women who retire at some time after the age of 45 worked part-time the last while before retirement. And, half of these workers chose part-time work due to poor health. Because skill development leave will not be of interest to those planning to leave the workforce, this study has little relevance for a discussion on skill development leave.

A more recent study, The Problems of Part-time Work: An Exploratory Study (Kervin, 1983)<sup>6</sup> provides useful indications of the reasons why those who feel most strongly about part-time work would consider reducing their hours of work. The study was based on a National Survey of Part-time Work (see Appendix III). Out of a total of 1,884 respondents to the survey, 518 people who were working full-time ranked the most important factors they would consider in deciding whether to take a part-time job. The results are presented in Table 11 and Table 12. Of particular interest in the two tables is the position in the ranking table of on-the-job training and additional schooling or training opportunities outside the workplace. Of the 14 possible factors, these two training items were ranked 5th and 6th by women and 3rd and 5th by men. Were full-time workers to accept part-time work, training would be one of the most important factors to consider. These figures are based on returns from those most interested in the topic of part-time work, and who therefore responded to the survey instrument, not on a random sample. The self-selection sample limits analysis to the content of part-time work problems and does not permit generalization about the frequency of these attitudes in the general population. Secondary analysis of the responses sheds some interesting light on the preferences of the respondents regarding opportunity to take schooling and/or training outside of work in conjunction with part-time work.



Table 11

FACTORS RELEVANT TO SWITCHING FROM FULL TO PART-TIME WORK  
FOR WOMEN

| <u>Factor</u>                                                        | <u>Percent</u><br><u>(Base N= 436)</u> | <u>Rank</u> |
|----------------------------------------------------------------------|----------------------------------------|-------------|
| Rate of pay                                                          | 71%                                    | 1           |
| Career & promotion opportunities                                     | 66                                     | 2           |
| Medical & sick leave benefits                                        | 48                                     | 3           |
| Chance for additional schooling or training<br>outside the workplace | 41                                     | 4           |
| Time to spend with family                                            | 38                                     | 5           |
| On-the-job training or upgrading opportunities                       | 37                                     | 6           |
| Time for leisure activities                                          | 34                                     | 7           |
| Level of pension benefits                                            | 34                                     | 7           |
| Vacation benefits                                                    | 33                                     | 9           |
| Change in household income                                           | 31                                     | 10          |
| Seniority                                                            | 20                                     | 11          |
| Time for community or volunteer work                                 | 18                                     | 12          |
| Possible change in income tax bracket                                | 13                                     | 13          |
| Availability of affordable childcare facilities                      | 10                                     | 14          |

Table 12

FACTORS RELEVANT TO SWITCHING FROM FULL TO PART-TIME WORK  
FOR MEN

| <u>Factor</u>                                                        | <u>Percent</u><br><u>(Base N= 82)</u> | <u>Rank</u> |
|----------------------------------------------------------------------|---------------------------------------|-------------|
| Rate of pay                                                          | 67%                                   | 1           |
| Career & promotion opportunities                                     | 56                                    | 2           |
| On-the-job training or upgrading opportunities                       | 42                                    | 3           |
| Time to spend with family                                            | 41                                    | 4           |
| Chance for additional schooling or training<br>outside the workplace | 40                                    | 5           |
| Time for leisure activities                                          | 34                                    | 6           |
| Change in household income                                           | 33                                    | 7           |
| Medical & sick leave benefits                                        | 26                                    | 8           |
| Vacation benefits                                                    | 22                                    | 9           |
| Level of pension benefits                                            | 21                                    | 10          |
| Time for community or volunteer work                                 | 21                                    | 10          |
| Seniority                                                            | 20                                    | 12          |
| Possible change in income tax bracket                                | 17                                    | 13          |
| Availability of affordable childcare facilities                      | 1                                     | 14          |

In order to ensure that the factors in the two tables above were indeed the most important, the respondents were also given an opportunity to suggest other factors of importance to them. The respondents volunteered another eight job characteristics, but no single factor was significant.

What inferences can be drawn from Tables 11 and 12 to aid a discussion on skill development leave? For both men and women in the sample, on-the-job training and schooling or training outside the workplace are important, but not as important as the rate of pay (ranked first by both men and women) and career and promotion opportunities (ranked second by both men and women). Skill development leave, therefore, whether in or outside the workplace, to be attractive, will have to be designed in such a way that the worker's income is maintained or reduced within some tolerable range. This suggests that full-time workers are most wary about the pay received from part-time work. Second, skill development leave will have to lead to career and promotion opportunities. Job training that leads to the next position will be more highly desired than job training that makes one more proficient in one's present position.

Secondary analyses of Survey In Part-time Work were conducted on the responses of those currently working full-time. For shifting from full-time to part-time, the factor of "chance for additional schooling or training outside the workplace" (as a dependent variable) is unrelated to sex and to age (only older female workers were less likely to be concerned); unrelated to the proportion of household income supplied by full-time respondents; related to number of children for men (men with more children were more interested in this schooling or training); unrelated to having had previous part-time work experience (unionized or not); unrelated to current union membership; and highly related to career and promotion opportunities, and on-the-job training or upgrading opportunities.

Women who prefer fewer hours of work and men who prefer more hours of work were slightly more likely to mention schooling or training as an important factor in their decision to take an attractive part-time job. This suggests that women would use the higher rate brought by the schooling or training combined with the part-time job to work fewer hours. It makes sense in view of the Canadian cultural pattern of women spending more of their time on off-the-job activities (including home and child care) than do men. On the other hand, men would be more likely to use skill development leave to gain a higher total income. No invidious distinction should be attached to this comparison of men and women. In fact, in times of high unemployment one could argue that society may be better served by women's preference for shorter hours.

Multiple job holders, particularly those with a full-time and a part-time job were more likely to mention schooling and training as an important factor in deciding to take an attractive part-time job. This could be because of a preference for shorter hours at a higher rate of pay or because of a preference for increased total income.

### 3. Limitations

The discussion in sections 1 and 2 above focus on reduced hours and more income as important sets of reasons why people may seek skill development leave. There is another major set of reasons that of wanting an improvement in the prestige, status, and personal dignity attributed to a person in a job, or the satisfaction one receives out of a given job as reasons why people may seek skill development leave. It is assumed that in these situations the leave would provide opportunity for a better job (not necessarily at



better pay or reduced hours) or will enable the person to get more intrinsic value out of their current job. Considerably more knowledge, perhaps acquired by a thorough survey of part-time work and skill development leave is required before this can be determined.

It should be pointed out that part-time workers are looked down upon by their co-workers and often thought to be working "for pin money". It is assumed, particularly by management that "part-time workers don't need the money or the benefits". The hard evidence is very much to the contrary. Part-time workers work because they generally need whatever income and benefits they receive. Their income generally goes towards basic household support not towards luxury items. The lower status accorded part-time employees extends across the range of occupations and up the skill ladder of occupations in which part-time employees are found. It is just as much in evidence by professionals with regard to part-time workers in their profession as it is by clerks and sales people with regard to their co-workers.

#### D. EMPLOYER VIEWS ON PART-TIME WORK AND SKILL DEVELOPMENT LEAVE

Employers like the present labour market structure for part-time work. It enables them to use part-time labour to meet peak-load requirements and gives them access to a larger labour pool. Generally speaking, employers also like to use part-time workers because they cost less than full-time workers. The cost differences are partly associated with less experience, partly with lower job classification (which may not actually reflect the work being done), partly with lower wages, and partly with a poorer benefits package.

Reid and Swartz<sup>8</sup> estimate that the cost of giving part-time workers benefits on a prorated basis up to the level of full-time workers receiving benefits would equal a 9.1 percent increase in the straight-time labour costs for part-time workers. Their estimates do not include the additional administrative costs employers feel are associated with part-time work. These should not amount to any more than an additional .5% of straight-time labour costs for part-time workers. Given that the part-time workers generally receive between 25 to 33 percent less than equally productive full-timers, it would appear that the 9.1 percent cost increase for part-timers' benefits would not be sufficient to cause employers to replace part-timers with full-time employees.

However, these economic facts do not deter employers from strongly resisting any move to improve the wage and benefit structure for part-time workers. The argument that it is equitable to pay prorated benefits to part-timers is countered by the employers' view that part-time workers

have a less permanent attachment to the labour market in general and a lower loyalty to their employer than do full-time workers. However, there is no evidence to suggest that part-timers are less productive than full-time people working in the same job. Labour Force Survey data indicates that part-time workers are more likely to have less than one year of work experience with their employer. This holds for men and women less than 25 years of age and for men and women over 25 years of age. But the differences are not so great as to necessarily justify the maintenance of a differential wage and benefit structure.

Table 13

**JOB TENURE**  
(000's)

|                   | <u>Full-time</u> |       | <u>Part-time</u> |       | <u>Part-time</u><br><u>Women</u> |       | <u>Part-time</u><br><u>Men</u> |       |
|-------------------|------------------|-------|------------------|-------|----------------------------------|-------|--------------------------------|-------|
|                   | #                | %     | #                | %     | #                                | %     | #                              | %     |
| Total             | 9456             | 100.0 | 1477             | 100.0 | 1064                             | 100.0 | 413                            | 100.0 |
| Less than 1 year  | 2236             | 23.7  | 659              | 44.6  | 440                              | 41.4  | 218                            | 52.8  |
| 1 - 5 years       | 2887             | 30.5  | 496              | 33.6  | 363                              | 34.1  | 133                            | 32.2  |
| 6 - 10 years      | 1808             | 19.1  | 168              | 11.4  | 142                              | 13.4  | 27                             | 6.5   |
| 11 and more years | 2525             | 26.7  | 153              | 10.4  | 119                              | 11.2  | 35                             | 8.5   |

Source: Statistics Canada. Labour Force Survey, 1981 Annual Averages.  
Unpublished data.



Table 14

JOB TENURE  
(000's)

## FULL-TIME

|                   | Men                             |       |           |       | Women                           |       |           |       |
|-------------------|---------------------------------|-------|-----------|-------|---------------------------------|-------|-----------|-------|
|                   | Less than<br>25 years<br>of age |       | 25 + over |       | Less than<br>25 years<br>of age |       | 25 + over |       |
|                   | #                               | %     | #         | %     | #                               | %     | #         | %     |
| Total             | 1138                            | 100.0 | 4972      | 100.0 | 895                             | 100.0 | 2451      | 100.0 |
| Less than 1 year  | 571                             | 50.2  | 751       | 15.1  | 448                             | 50.1  | 467       | 19.1  |
| 1 - 5 years       | 480                             | 42.2  | 1235      | 24.8  | 394                             | 44.0  | 777       | 31.7  |
| 6 - 10 years      | 83                              | 7.3   | 1069      | 21.5  | 50                              | 5.6   | 605       | 24.7  |
| 11 and more years | 4                               | 0.4   | 1917      | 38.6  | ...                             | n.a   | 603       | 24.6  |

## PART-TIME

|                   | Men                             |       |           |       | Women                           |       |           |       |
|-------------------|---------------------------------|-------|-----------|-------|---------------------------------|-------|-----------|-------|
|                   | Less than<br>25 years<br>of age |       | 25 + over |       | Less than<br>25 years<br>of age |       | 25 + over |       |
|                   | #                               | %     | #         | %     | #                               | %     | #         | %     |
| Total             | 298                             | 100.0 | 114       | 100.0 | 352                             | 100.0 | 712       | 100.0 |
| Less than 1 year  | 183                             | 61.4  | 35        | 30.7  | 221                             | 62.8  | 220       | 30.9  |
| 1 - 5 years       | 104                             | 34.9  | 29        | 25.4  | 121                             | 34.4  | 242       | 34.0  |
| 6 - 10 years      | 11                              | 3.7   | 16        | 14.0  | 10                              | 2.8   | 132       | 18.5  |
| 11 and more years | ...                             | n.a   | 34        | 29.8  | ...                             | n.a   | 119       | 16.7  |

Source: Statistics Canada. Labour Force Survey, 1981 Annual Averages.  
Unpublished data.

While the above tables do indicate that part-time workers have shorter attachment to the job than full-time workers, they should not be construed to mean that the part-timers have a lesser degree of commitment to the employer.

In addition to being reluctant to prorate benefits, employers have also been opposed to the granting of extended maternity leave benefits. Smaller employers in particular are strongly opposed to an extended maternity leave benefit standard. They feel it will increase their costs through added recruitment and training expenses and through carrying the benefit plans for the replacement and the on-leave employee. The Canadian Federation of Independent Business has also declared the small business persons dilemma of what to do with the replacement worker who has been a productive employee during leave period. The small employers do not have the capacity to absorb these people in some other job and will be faced with the burden of reintegrating their on-leave employee back into the workplace. The same kind of opposition to maternity leave can be reasonably expected to be directed towards skill development leave unless employers could perceive immediate benefits from the skill development leave.

Developmental leave examples which employers have opposed because of the increased costs they feel they would have to bear include those covered by the paid educational leave recommendation of the Adams Commission<sup>1</sup> and the payroll tax-credit recommendation of the Allmand Commission<sup>9</sup>. Both of these recommendations were discussed with employers during the hearings of the Commission of Inquiry into Part-time Work. The response was negative because of the cost implications and because of the current economic climate. Employers are not as concerned with developing human capital as they were several years ago. With production and employment declining and most companies

operating at substantially below capacity the emphasis is on reducing costs. Relying on the labour market and the output of the educational system for skilled labour has always been viewed as a means to help contain costs.

Employers do not see what benefits they might gain from skill development leave for part-time workers. Indeed, employers understanding of this concept may be somewhat distorted. Employers often consider that switching from a full-time job to a part-time job plus schooling or training in their remaining time constitutes skill development leave for part-time workers. In the Task Force's terms of reference this is clearly skill development leave for full-time workers. Since the leave for part-timers would only be to the workers benefit, why should the employer grant it? As they do with training, employers maintain that if the program would be profitable, they would do it. Since they do not perceive a return they will not make the investment on a voluntary basis. With high interest rates and staff competition the employers normally short payout time is further reduced. They want to see benefits now or an immediate need for the program before they would enter into it. This position raises a question for government. Would the government be willing to design a skill development leave program such that the employer could make money while participating in it?





## E. CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

1. If skill development leave programs are designed for and offered to two sub-groups of part-time workers, the young and the older workers, it is unlikely that a large proportion of these groups will participate. The young part-time workers are anticipating leaving the labour force completely. Part-time women workers between 25 and 64 years constitute the largest source population of potential beneficiaries from a program to encourage part-time work and skill development leave.
2. To have its maximum impact on part-time workers, skill development leave programs should be designed for, and offered to women part-time workers who will wish to upgrade their skills because they have many more years of participation in the labour force; namely, women aged 25 to 44. Women 45 to 54 can benefit almost as much but are less interested in part-time work and skill development leave.
3. Women out of school and in the labour force are concentrated within occupations which may be heavily affected by technological change. One third of all women part-time workers are clerical workers. At the same time, a high number of employers do not perceive part-time workers to be committed to their jobs and therefore cannot be expected to actively develop the skills of part-time women workers through on-the-job training programs to the same extent as they may develop the skills of full-time women workers.
4. To be successful, programs designed for women as a target population:
  - a) Will have to be paid, since women part-time workers contribute a

substantial percentage of their household's total income from paid employment. These workers are unlikely to be attracted to unpaid skill development leave. They are less likely to be attracted to leave programs regardless of the pay situation unless their training can be linked to promotion or increased income opportunities.

- b) Will have to be offered during normal elementary and secondary school hours, since 86 percent of women aged 25 to 44 has at least one child under the age of 16 years at home.
- c) Will have to be largely continuous entry programs given the variety of work schedules in part-time jobs.
- d) Cannot be linked to unemployment insurance criteria, since a sizeable proportion of part-time workers do not meet the current criteria.

#### Recommendations

1. It is recommended that the Task Force actively encourage C.E.I.C. to designate part-time women workers as a group warranting special attention for sponsored programs.
  - a) Employers should be given special sponsorship rates by C.E.I.C. to encourage them to include women part-time workers in their sponsored on-the-job training programs. One in every 4 women working works part-time. Their wage subsidization will be less expensive for both government and employer given that the average hourly wage for women part-time workers is lower than that of women full-time workers.
  - b) C.E.I.C. should purchase continuous entry part-time training programs in the lower skill range of the technological programs offered by the technological institutes across Canada. These programs would be beyond



the basic skills development programs currently emphasized. Women part-time workers are already in the labour force; they have entry-level skills; and they have the same formal educational level as do full-time workers (Diagram 1). Basic skills and entry-level training is inappropriate.

2. To avoid their displacement from the labour force in the next decade, upgrading, particularly in the technologies, is essential. And, the technological institutes offer programs in areas that have long been attractive to women - particularly in the para-professional, health care, and "low-tech" information areas. Educational institutions will offer part-time training programs in the low-tech areas if C.E.I.C. requires that some programs must provide part-time training in order to qualify for sponsorship.

While the special incentives for training women in the non-traditional trades under the National Training Act are to be commended, it will take many years before women in any number enter the trades. In the meantime we can expect women workers to be displaced in great numbers - and part-time women workers, because they have not had the same accumulated time in the workplace to acquire the same level of job skills, can be expected to be displaced faster than full-time workers. It is essential that programs which upgrade skills in occupational areas of traditional acceptance by women be funded and run parallel to the training of women in non-traditional occupations.

3. It is naive to believe that the availability of skill upgrading programs will, in itself, attract women workers to participate in these programs. Some women will participate; some will be content with their level of skill, their

pay, and their insecure future; and some will want to participate but will need assistance to do so. Re-entry women frequently have no knowledge of the opportunities currently available for upgrading, and women will find technological change more difficult to overcome on re-entry in the next decade.

The reality is that women, to a far greater extent than men, need information on skill training and job opportunities. Re-entry women in particular need counselling - often on a one-to-one basis. Skilled professional men and women comfortable with high levels of responsibility in their jobs simply fail to appreciate how frightened re-entry women are, and how a part-time woman worker seeking further training feels she cannot cope within a large, unfamiliar educational institution. As educators well know, offering programs does not ensure participation.

4. Without a long-term view, well-designed and expensive programs offered for future labour market needs will inevitably fail to attract large numbers of women. Many specialists in women's training will offer the Task Force advice, for our part, we recommend that:

The Task Force actively encourage C.E.I.C. to increase its women's employment centres, especially outside the few major cities in which they currently exist, and actively encourage an increase in the number of women's access centres - either by C.E.I.C. extending its functions in college-based employment centres by hiring well-qualified people in women's access, or by encouraging provincial authorities to increase the number of women's access centres associated with (but not always in) educational institutions. Women's employment centres and women's access centres provide for long-term change. They act as vocational and educational brokers; assist with

vocational choice; and link vocational choice with available skill programs. More importantly, they often provide the self-confidence, via counselling. to enable women to seek their own avenues and opportunities. They seem to be more effective than the government's regular employment centres and collectively they work for an overall change in women's knowledge of an attitudes towards work.





## FOOTNOTES

<sup>1</sup>Canada. Commission of Inquiry into Educational Leave and Productivity. A Report on Education and Working Canadians, 1978.

<sup>2</sup>Data throughout this paper are derived from the Labour Force Survey and the Survey of 1981 Work History. Since the Survey of Work History has been conducted only once, to provide a measure of comparability, 1981 Labour Force Survey data are also used.

<sup>3</sup>Information on the reasons for working part-time is presented as it is the best national data available. However, the information was often obtained from another member of the household, and in addition it is probable that some categories may not be mutually exclusive. That is, for example, people who have family responsibilities preventing them from working full-time may have given the reason for working part-time as being, either family responsibilities, or, not wanting (for family responsibility reasons) to work full-time.

<sup>4</sup>Foot, David. The Future of the Part-time Labor Force: A Demographic Perspective, 1982, Mimeograph.

<sup>5</sup>Further, the Survey of 1981 Work History records each job a person had during the year. If two people changed jobs during the year, the Survey records four person-jobs, not two jobs. For this reason the 2.7 million part-time jobs existing at some time in 1981 cannot be interpreted to mean that 2.7 million part-time jobs were available.

<sup>6</sup>Kervin, John. The Problems of Part-time Work: An Exploratory Study, (mimeograph).

<sup>7</sup>For a detailed analysis of the less traditional, outside the normal work-place ways of organizing work; and of many benefits which can be associated with a more flexible work-style, see Applegarth, John, Working Free: Practical Alternatives to the 9 to 5 Job. (New York: Prentice Hall, 1983).

See also Rosow, Jerome M and Zager, Robert, "Punch Out the Time Clocks", Harvard Business Review, March-April 1983, p.16.

<sup>8</sup>Reid, Frank and Swartz, Gerald. Prorating Fringe Benefits for Part-time Employees in Canada. (Centre for Industrial Relations, University of Toronto, 1982).

<sup>9</sup>Report of the Parliamentary Task Force on Employment Opportunities for the '80's. Work For Tomorrow, (House of Commons 1981).





## APPENDIX I

Data on which the diagrams in the paper are based, are produced below if all, or part, of the data are unpublished.

Table A1

EDUCATION OF PART-TIME AND FULL-TIME WORKERS  
AGED 25 YEARS AND OVER  
(000's)

|                                          | <u>Full-time</u> |       | <u>Part-time</u> |       |
|------------------------------------------|------------------|-------|------------------|-------|
|                                          | #                | %     | #                | %     |
| Total                                    | 7424             | 100.0 | 826              | 100.0 |
| 0 - 8 years schooling                    | 1367             | 18.4  | 138              | 16.7  |
| Some high school                         | 3473             | 46.8  | 420              | 50.8  |
| Some post-secondary                      | 568              | 7.7   | 53               | 6.4   |
| Post-secondary certificate<br>or diploma | 937              | 12.6  | 131              | 15.9  |
| Post-secondary degree                    | 1077             | 14.5  | 81               | 9.8   |

Source: Statistics Canada. Labour Force Survey, 1981 Annual Averages.  
Unpublished data.

Table A2

AGE AND SEX OF PART-TIME AND FULL-TIME WORKERS  
(000's)

|           | MEN              |       |                  |       | WOMEN            |       |                  |       |
|-----------|------------------|-------|------------------|-------|------------------|-------|------------------|-------|
|           | <u>Full-time</u> |       | <u>Part-time</u> |       | <u>Full-time</u> |       | <u>Part-time</u> |       |
|           | #                | %     | #                | %     | #                | %     | #                | %     |
| All Ages  | 6109             | 100.0 | 413              | 100.0 | 3346             | 100.0 | 1064             | 100.0 |
| 15 - 24   | 1137             | 18.6  | 298              | 72.2  | 895              | 26.8  | 352              | 33.1  |
| 25 - 34   | 1794             | 29.4  | 30               | 7.3   | 997              | 29.8  | 240              | 22.6  |
| 35 - 44   | 1319             | 21.6  | 12               | 2.9   | 671              | 20.1  | 202              | 19.0  |
| 45 - 54   | 1063             | 17.4  | 15               | 3.6   | 484              | 14.5  | 157              | 14.8  |
| 55 - 64   | 700              | 11.5  | 22               | 5.3   | 269              | 8.0   | 89               | 8.4   |
| 65 & over | 96               | 1.6   | 36               | 8.7   | 30               | 0.9   | 24               | 2.3   |

Source: Statistics Canada. Labour Force Survey, 1981 Annual Averages.  
Unpublished data.

Table A3

**PART-TIME AND FULL-TIME EMPLOYMENT AS A PERCENT OF TOTAL  
EMPLOYMENT IN EACH AGE GROUP  
(000's)**

|           | MEN                                               |                                                   | WOMEN                                             |                                                   |
|-----------|---------------------------------------------------|---------------------------------------------------|---------------------------------------------------|---------------------------------------------------|
|           | Full-time as<br>% of Age Group<br><u>Employed</u> | Part-time as<br>% of Age Group<br><u>Employed</u> | Full-time as<br>% of Age Group<br><u>Employed</u> | Part-time as<br>% of Age Group<br><u>Employed</u> |
| All Ages  | 93.7                                              | 6.3                                               | 75.9                                              | 24.1                                              |
| 15 - 24   | 79.2                                              | 20.8                                              | 71.8                                              | 28.2                                              |
| 25 - 34   | 98.4                                              | 1.6                                               | 80.6                                              | 19.4                                              |
| 35 - 44   | 99.1                                              | 0.9                                               | 76.9                                              | 23.1                                              |
| 45 - 54   | 98.6                                              | 1.4                                               | 75.5                                              | 24.5                                              |
| 55 - 64   | 97.0                                              | 3.0                                               | 74.9                                              | 24.8                                              |
| 65 + over | 72.7                                              | 27.3                                              | 55.6                                              | 44.4                                              |

Source: Statistics Canada. Labour Force Survey, 1981 Annual Averages.  
Unpublished data. Percentages derived from estimates in Table A2.

Table A4

**PART-TIME AND FULL-TIME WOMEN WORKERS WITH  
CHILDREN UNDER 16 YEARS OF AGE AT HOME  
(000's)**

|                                       | FULL-TIME         |                                                    |                  |                                                    | PART-TIME         |                                                    |                  |                                                    |
|---------------------------------------|-------------------|----------------------------------------------------|------------------|----------------------------------------------------|-------------------|----------------------------------------------------|------------------|----------------------------------------------------|
|                                       | Spouse<br>Present | % with<br>children<br>under 16<br>years at<br>home | Spouse<br>Absent | % with<br>children<br>under 16<br>years at<br>home | Spouse<br>Present | % with<br>children<br>under 16<br>years at<br>home | Spouse<br>Absent | % with<br>children<br>under 16<br>years at<br>home |
| 25 - 44 years                         | 1216              |                                                    | 452              |                                                    | 406               |                                                    | 36               |                                                    |
| At least 1 child under<br>6 years old | 325               | 63.5                                               | 36               | 28.5                                               | 173               | 86.2                                               | 7                | 55.6                                               |
| At least 1 child 6 - 16               | 447               |                                                    | 93               |                                                    | 177               |                                                    | 13               |                                                    |
| No children under 16 years            | 444               |                                                    | 323              |                                                    | 56                |                                                    | 16               |                                                    |
| 45 - 64 years                         | 508               |                                                    | 245              |                                                    | 206               |                                                    | 41               |                                                    |
| At least 1 child under<br>6 years old | 4                 | 20.1                                               | ...              | 9.0                                                | ...               | 24.8                                               | ...              | 12.2                                               |
| At least 1 child 6 - 16               | 98                |                                                    | 22               |                                                    | 51                |                                                    | 5                |                                                    |
| No children under 16 years            | 406               |                                                    | 222              |                                                    | 154               |                                                    | 36               |                                                    |
| 65 and over                           | 9                 |                                                    | 21               |                                                    | 9                 |                                                    | 15               |                                                    |
| At least 1 child under<br>6 years old | ...               | 0.0                                                | ...              | 0.0                                                | ...               | 0.0                                                | ...              | 0.0                                                |
| At least 1 child 6 - 16               | ...               |                                                    | ...              |                                                    | ...               |                                                    | ...              |                                                    |
| No children under 16 years            | 9                 |                                                    | 20               |                                                    | 9                 |                                                    | 14               |                                                    |

Source: Statistics Canada. Labour Force Survey, 1981 Annual Averages.  
Unpublished data.



Table A5NUMBER OF HOURS USUALLY WORKED PER DAY IN PART-TIME JOBS  
(000's)

|              |      |
|--------------|------|
| TOTAL        | 2702 |
| One hour     | 33   |
| Two          | 135  |
| Three        | 237  |
| Four         | 555  |
| Five         | 439  |
| Six          | 303  |
| Seven        | 226  |
| Eight        | 661  |
| Nine or more | 113  |

Source: Statistics Canada. Survey of 1981 Work History. Unpublished data.

## APPENDIX II

### HOW DOES A WOMEN'S ACCESS PROGRAM WORK

Centres should be able to offer the following services:

Educational Access Information\*

Vocational Planning\*

Drop-In Services\*

Information and Referral\*

Life-Planning Interviews\*\*

Life-Planning Groups\*\*

Psychological Tests\*\*

In addition, professional staff can plan programs in:

Self Development

Career Development

Women's Concerns

A well-balanced life planning service will operate on a number of different levels:

- The Drop-In Centre staffed by peer counsellors who are trained to assist women to assess their lives and locate the community educational resources that are right for them.
- An on-going core of life planning services operated by professionally qualified staff. (Interviews, groups and psychological tests.)

---

\*These services operate by volunteers.

\*\*These services operate by professional staff.

- Programs where women learn about the changing role of women.
- "Special Events" which assist women to focus in depth on some aspects of life change. (Assertive-training, Communication Skills, Decision-making Skills.)
- Workshops which train women to work with women.

In operating Women's Access programs and services for the past five years, the following factors have emerged as important.

The EDUCATIONAL BROKERAGE function should be emphasized. A new concept, it provides information, counselling, referral and advocacy for adults making career and educational decisions. Adults perceive that their need is for information, not counselling. Therefore, there should be a wide range of information about the formal and informal community learning opportunities presented in an accessible manner in the DROP-IN CENTRE to reinforce the idea that it is information rather than counselling that women need.

An efficient and welcoming service centre can operate by provide VOLUNTEER EMPLOYMENT opportunities. Selected volunteers should be trained to staff the Drop-In Centre office, to work as PEER COUNSELLORS with "drop-in" clients, to act as EDUCATIONAL BROKERS, to assist with VOCATIONAL PLANNING and to be in touch with emerging learning needs in the community.

The DROP-IN CENTRE should focus on information and self-help. "Counselling" implies special problems beyond adult resources. Thus, counselling is translated into "self-help". Nevertheless, a high percentage of women have problems serious enough to require professional staff with background training and experience in psychological counselling.



All programs and services should operate within a LIFE PLANNING framework as this provides a positive approach and emphasizes the self-determination and responsibility of the learner. Through life planning, the client clarifies her long term goals and develops short term objectives to achieve them. The counsellor assists a woman to understand how education can plan a part in helping her achieve her goals. Programs and services should be set up in "smorgasbord" fashion so that a woman can choose them at her perception of her need and progress at her own pace.

Emphasis in counselling should be placed on preparing women for today's problems and must utilize up-to-date concepts on the psychology of women.

Professional program planning staff should be involved with clients as this is an important method of NEEDS ASSESSMENT and EVALUATION OF PROGRAM APPROACHES.

A Centre should have a "get-on-with-it" environment. Clients who use the service should be encouraged to develop an "action plan". These will range from the woman who uses the Drop-In Centre and leaves with a sense of knowing her "next steps" to the woman who utilizes the services of the professional staff to solve problems so she can take charge of her life.

A Centre should be in a community rather than in an educational institution because many adults find campus services threatening and education irrelevant to their concerns.

A Centre should work carefully with the media and the community.

\* \* \* \* \*

Excerpt from Anne Ironside, Discussion Paper on Women's Access Centres, British Columbia Ministry of Education Discussion Paper 03/79, February 1979.





Commission of Inquiry  
Into Part-time Work

Confidential when completed.

Suite 412  
1755 West Broadway  
Vancouver, B.C.  
V6J 4S5

Phone: (604) 732-4591

Chairperson: Joan Wallace

Please take a few moments to fill out this survey.

Your reply will help the Commission to better understand the advantages and disadvantages of part-time work.

## SURVEY ON PART-TIME WORK

1. Since finishing your full-time schooling, have you ever held a part-time (USUALLY LESS THAN 30 HOURS PER WEEK) job?

YES ☐ NO ☐

If YES, in your longest part-time job were you working part-time because:

you preferred to ☐

you could not find full-time work ☐

Other? \_\_\_\_\_

In your longest part-time job, was your place of work unionized?

YES ☐

NO ☐

If YES, were part-time workers union members?

YES ☐

NO ☐

2. Compared to full-time workers, do you feel that most employers treat part-time workers:  
(Check one box in each row)

|                       | Much Better              | Somewhat Better          | About the Same           | Somewhat Worse           | Much Worse               | Don't Know               |
|-----------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Pay                   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Pensions              | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Vacation and Holidays | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Other Benefits        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Working Conditions    | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

3. Are you now a union member?

YES ☐

NO ☐

If YES, which union? \_\_\_\_\_

4. Are you now (check one only):

Employed full-time only ☐

Employed full-time and at part-time job(s) ☐

Employed at one part-time job only ☐

Employed at more than one part-time job ☐

Not employed and wanting to work full-time ☐

Not employed and wanting to work part-time ☐

Not employed and not seeking work ☐

Other? \_\_\_\_\_



**5. If you are currently employed:**

How many hours per week do you usually work for your main employer? \_\_\_\_\_

If you hold more than one job, how many hours per week do you usually work for all your other employers?

Would you now prefer to work:

more hours per week ☐ fewer hours per week ☐ about the same hours ☐**6. Please answer A or B:**

A. If you are currently working full-time, would you prefer to work part-time:

very much ☐ somewhat ☐ prefer to remain full-time ☐

Why? \_\_\_\_\_

B. If you are currently working part-time, would you prefer to work full-time:

very much ☐ somewhat ☐ prefer to remain part-time ☐

Why? \_\_\_\_\_

7. Year of birth \_\_\_\_\_ Sex: Female ☐ Male ☐

Province you now live in \_\_\_\_\_

8. Ages of children living in your household? \_\_\_\_\_

9. What proportion of total household expenses (housing, food, clothing, transportation, etc.) does your income cover?0 to 20% ☐ 21 to 40% ☐ 41 to 60% ☐ 61 to 80% ☐ 81 to 100% ☐

10. If an opportunity arose for an attractive part-time job, which factors would you consider most important in deciding whether to take the job? (Check a maximum of 6)

- |                                                                                            |                                                                          |
|--------------------------------------------------------------------------------------------|--------------------------------------------------------------------------|
| <input type="checkbox"/> Medical and sick leave benefits                                   | <input type="checkbox"/> Possible change in income tax bracket           |
| <input type="checkbox"/> Seniority                                                         | <input type="checkbox"/> Vacation benefits                               |
| <input type="checkbox"/> On-the-job training or upgrading opportunities                    | <input type="checkbox"/> Rate of pay of that job                         |
| <input type="checkbox"/> Career and promotion opportunities                                | <input type="checkbox"/> Change in household income                      |
| <input type="checkbox"/> Chance for additional schooling or training outside the workplace | <input type="checkbox"/> Level of pension benefits                       |
| <input type="checkbox"/> Time to spend with family                                         | <input type="checkbox"/> Availability of affordable childcare facilities |
| <input type="checkbox"/> Time for leisure activities                                       | <input type="checkbox"/> Other? _____                                    |
| <input type="checkbox"/> Time for community or volunteer work                              | _____                                                                    |

11. Please comment on these or other important problems you feel part-time workers have:

**Thank you!**

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